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Status of the Profession of United States Emergency Management: An Exploratory Analysis Based on Select Attributes of Occupational Closure

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STATUS OF THE PROFESSION OF UNITED STATES EMERGENCY MANAGEMENT:
AN EXPLORATORY ANALYSIS BASED ON SELECT ATTRIBUTES OF
OCCUPATIONAL CLOSURE

A Dissertation Submitted to the
Faculty of
Jacksonville State University
in Partial Fulfillment of the
Requirements for the Doctor of Science
in Emergency Management

By
TIMOTHY WAYNE SEVISON

Jacksonville, Alabama

March 16, 2018

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Timothy Wayne Sevison

Date

ABSTRACT

Emergency management as a concept has been evolving since the early 19th century, but the occupation of emergency management, and discourse concerning professional status has primarily occurred within the last 30 years. This dissertation is an exploratory analysis of the current status of the profession of United States emergency management based on perceptions of leaders from state level emergency management organizations and state level emergency management professional organizations. A mixed methods approach (survey instrument, open-source data collection, semi-structured interviews) was utilized to explore the perceptions of emergency management leaders on two key attributes of occupational closure: control of entry into the field and exclusive claim to jurisdiction. In addition, this study proposed an ideal type for individuals entering and progressing through the career field as well as an ideal type for the profession of emergency management as a whole. These ideal types are based on an extensive literature review of the sociological study of professions. This study found that there has not been significant progress in achieving occupational closure and furthering the status of the profession of emergency management since previous research conducted in 2000 and 2007. The current perceptions of those emergency management leaders participating in this study indicate emergency management is ill-defined with respect to exclusive claim to jurisdiction and fractured in its views on requirements for occupational control such as requirement of a university credential for entry into the profession.

VITA

Timothy W. Sevison has an extensive background in emergency and disaster preparedness and response and has worked at the local, state and federal level for over 35 years, including response to numerous state and federally declared disasters. Mr. Sevison has been in the U.S. military for over 35 years, serving in active, reserve and National Guard components of the United States Air Force, with primary responsibilities in Fire and Emergency Services management and Homeland Response/Domestic Operations planning. Mr. Sevison holds a Master of Business Administration (MBA) from Eastern University in St. Davids, PA and a Master in Professional Studies (MPS) in homeland security/public health preparedness from Pennsylvania State University. Tim resides with his wife Joey in Harrisburg, Pennsylvania.

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Timothy W. Sevison

DEDICATION

I dedicate this to my wife Joey (Jo Ann), who's enduring patience and support allowed me to focus on achieving my goals.

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CHAPTER I

INTRODUCTION

Status of the Profession of United States Emergency Management

Scholars and practitioners have been using the terms *profession*, *professional*, or *professionalization* to describe the individuals and organizations involved in, and the occupation of emergency management for at least 30 years. In order to be externally recognized as a profession, emergency management must conform to certain recognized attributes of professions. Drabek (1987) stated that "...emergency management is becoming professionalized" (p. 241), and described an action agenda for pursuing professionalization of emergency management. In the introductory remarks of Drabek's (1987) work, Bruce Marshall of the Federal Emergency Management Agency (FEMA) stated "...emergency managers as a profession..." referring to those working in the field. Drabek (1991) further elaborated on a definition of emergency management as "the discipline and profession of applying science, technology, planning and management to deal with extreme events that can injure or kill large numbers of people, do extensive property damage, and disrupt community life" (p. vxii). Wilson (1999, 2000, 2001) discussed the status of professionalization of emergency management and, Oyola-Yemaiel and Wilson (2005) discussed essential strategies for professionalization of emergency management. Cwiak (2009, 2011, 2014) discusses and describes the professionalization of emergency management, and Waugh and Sadiq (2011) describe the 2007 development of the Principles of Emergency Management (FEMA) as being the "...eight principles that define the emergency management profession and practice." Yet while all of these scholars describe emergency management as a profession, previous research does not indicate that emergency management has actually achieved that status, based on key attributes described by scholars within the study

of professions. As stated by Wilensky (1964), many occupations will assert claims to professional status and find that the claims are honored by no one but themselves” (p. 142).

The challenges associated with much of the discourse surrounding this topic are the use of terms such as emerging profession, the use of individual attributes of a professional as opposed to specific attributes of a profession as defined by scholarly research, and the lack of a standardized definition of profession within the study of professions. While there are variations in the definition of, and criteria for defining a profession, there are also commonalities among current definitions and agreement among many scholars on certain key attributes that must be present for an occupation to be considered a profession. Previous emergency management scholars have discussed how emergency management may or may not meet some of these attributes, but the key attributes of control over entry into the profession (Freidson, 1999, 2001) and exclusive claim to jurisdiction (Abbott, 1998) have not been fully explored in existing research. While the emergency management community may self-identify as a profession using a wide variety of objective and subjective criteria, without an assessment of these key attributes, external recognition of emergency management as a profession is questionable.

The purpose of this exploratory research, using qualitative and quantitative methods, will be to assess the current status of emergency management as a profession using the recognized attributes of profession as an analytic lens, and specifically the key attributes of occupational closure: control over entry into the profession and exclusive claim to jurisdiction as the necessary criteria.

Theoretical Base and Literature Review

This research is grounded in the study of professions and the theories and concepts derived from social closure and promoted by scholars such as Greenwood (1957), Wilensky (1964), Goode (1969), Abbott (1988), and Freidson (1999). Within the literature review the original theories on attributes of professions based on the traditional professions of law, medicine, and theology are compared with more contemporary concepts involving professions within the public sector and bureaucracies to include discussion on the attributes of what were considered semi-professions such as nursing, teaching, and social work (Hodson & Sullivan, 2008; Howsam, Corrigan, Denmark, & Nash, 1976). Concepts and influences of bureaucratic and public sector institutions on professional status, and internal/external recognition of professions are also included as well as previous scholarly research concerning the profession of emergency management.

Research Questions

The overarching central question for this study is: Do emergency management leaders' perceptions and intentions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management? In other words, this research seeks to determine emergency management leaders' perceptions concerning activities associated with control of entry through requirement of a university credential as well as the ability to make exclusive claim to the jurisdiction of emergency management (occupational closure) as part of the furtherance of the profession of emergency management. In addition, this study attempts to answer the following research questions.

1. Do state level emergency management leaders perceive emergency management as a profession?
2. Do state level emergency management leaders regard emergency management being recognized as a profession important?
3. Who within the emergency management community do emergency management leaders perceive as having the most influence over furtherance of emergency management as a profession?
4. What are the perceptions of emergency management leaders at the state level concerning control of entry into the profession of emergency management?
5. How do stated intentions at the state level concerning control of entry into emergency management correspond with the attributes described by scholars in the study of professions?
6. To what degree do state level emergency management leaders perceive higher education contributes to the profession of emergency management?
7. To what degree do emergency management leaders perceive there is a clear claim to the jurisdiction of emergency management?
8. To what degree is there consensus between state agency and state association leaders with respect to requirements related to jurisdictional claim and occupational control of entry into emergency management?
9. What are the perceptions of academic emergency management leaders concerning an ideal-type model for the profession of emergency management?

Method

This study is exploratory in nature and utilizes mixed methods for data collection including use of a survey instrument as well as collection of data from websites, documents, articles, and qualitative interviews. The mixed methods methodology was employed for this research in order to explore the research questions at a much deeper level, enrich the data from single sources, and open the opportunity for new research questions to emerge. The survey instrument created for this research was influenced by the instruments developed and used by Cwiak (2009) and Gist (2007). The survey instrument was self-administered and employed fixed-alternative, dichotomous, Likert-type, and open-ended questions (Mitchell & Jolley, 2009). In addition to Institutional Review Board (IRB) approval, the development of the survey instrument involved four major tasks: creation of the initial draft, establishing a jury of experts, completing a qualitative review and pilot assessment, and revision of the survey instrument (McKenzie, Wood, Kotecki, Clark, & Brey, 1999). The survey instrument was divided into four specific sections with questions covering the following areas: perception of emergency management as an occupation, perceptions of emergency management higher education, organizational intentions concerning control of entry, and demographic information. The demographics section is intended to provide critical information about the survey participants, age, gender, emergency management affiliation, etc. As stated previously, this survey instrument was influenced by the survey instruments and previous research conducted by Cwiak (2009) and Grist (2007) and is intended to build upon certain aspects of that research.

The population solicited for this survey was comprised of two purposive groups. The first group was state emergency management directors and was derived from contact information through official websites and the National Emergency Management Association (NEMA). The

second group was state emergency management association presidents and was derived from contact information through official websites and the International Association of Emergency Managers (IAEM). The survey instrument was completed and submitted electronically, using an on-line SurveyMonkey® application. The survey participants received the link to the survey tool via e-mail that also incorporated an introduction that encouraged them to participate in the questionnaire, provided information concerning the purpose and intent of the research and the instructions and timing for completion, and thanked them for their participation. Incorporated into the on-line SurveyMonkey® application was also the revised JSU consent form which was electronically acknowledged in order for the participants to continue on to the survey instrument. Information on efforts by states to exercise occupational control of the profession was also gathered from websites and other published sources. Rationale for using the state level leaders previously described is that the state, as described by scholars, is an integral part of recognizing a profession through official means such as certification, licensure, policies, and pursuit of legislation, and without state support it is unlikely those occupations seeking to achieve status as a profession will be successful. In addition, the primary professional organizations associated with emergency management are comprised of state level leaders. These are arguably the groups with the most insight and influence into the furtherance of emergency management as a profession.

In addition, semi-structured interviews were conducted with emergency management academic leaders that have practical expertise or have written on the topic of emergency management professionalization. The purpose of these semi-structured interviews was to collect views and opinions on an ideal-type model for the emergency management profession.

Definition of Terms

Profession. An organized occupation with the power to determine who is qualified to perform a defined set of tasks, to prevent all others from performing that work, and control the criteria by which performance is evaluated (Freidson, 2001).

State Level Leaders. State level leaders are divided into two categories: state agency and state association. State agency leaders are those in senior level positions, i.e., Director, Deputy Director, of the state emergency management agency. State association leaders are those in senior level positions, i.e., President, Vice-President, of the state emergency management professional association.

Control of Entry into the Field. The attribute of a profession concerning control over entry into the field is defined as; a professional credential conferred by an accredited professional school (e.g., university), and, a third party (e.g., licensing, certification, etc.) system for screening those qualified to practice within the profession (Greenwood, 1957; see also Freidson, 1983, 1999).

Jurisdiction. Exclusive claim to the body of knowledge and problem set (Abbott, 1998).

Assumptions

It is assumed that the data being collected will yield greater insight and understanding of the current status of the profession of emergency management. In addition it is assumed that state emergency management agency and association leaders have the most insight into the research questions and significant influence in the furtherance of the profession of emergency management. In other words, their opinions are relevant to this discussion.

Delimitations and Limitations

The occupation of emergency management encompasses public sector individuals and organizations at all levels of government as well as private sector and non-governmental organizations and individuals. A delimitation of this study is the solicitation of the survey instrument to a relatively small population of the emergency management community, thereby excluding the thoughts and perceptions of the broader community at large. A limitation of this study is due to the survey instrument being self-administered, allowing for a subordinate or person other than the intended recipient to complete the survey. In addition, issues such as low response rates (non-response bias) for survey instruments and self-selection of respondents for web-based surveys can affect the reliability and validity of the survey findings.

Significance

This research is important for several reasons. First, an assessment of the current status of emergency management will identify potential gaps in achieving status as a profession. Second, identifying achievement of key attributes that are externally recognized by scholars within the study of professions lends credibility to the internal proclamations that emergency management is a profession, thereby increasing the likelihood of external recognition by peer occupations and professions, elected officials, and those responsible for hiring, promoting, and appointing people into emergency management positions at all levels. Lastly, during the emergence of a profession there will be a struggle between those practitioners that relied largely on experience in their career progression and those that are emerging in increasing numbers from professional schools (Schott, 1976). Emergency management is arguably at this same juncture and if the agenda prescribed by those within emergency management for achieving status as a profession has goals and objectives that are inconsistent with those identified by scholars within the study of

professions, it is less likely emergency management will be externally recognized as a profession. External recognition (elected/appointed officials, peer organizations, public) as a profession is important for those individuals and organizations engaged in emergency management work as it provides legitimation of their expertise, the value of their competence to carry out their work, and that the work of emergency management is valued in society (Weiss-Gal & Welbourne, 2008; see also Wilson, 2001). This research will assist in providing qualitative and quantitative evidence to support a unified means for furthering the achievement and recognition of emergency management as a profession and possibly identify an ideal-type model for the profession of emergency management with regard to aspects of occupational closure necessary for achieving status as a profession.

Dissertation Overview

The following chapters will provide information and analysis intended to answer the central research questions of this study. Chapter II will present a review of literature derived from the study of professions and will discuss definition characteristics of professions to help frame the research problem and establish the basis for further analysis. Chapter III describes the research design selected for this study as well as the rationale for use of this particular design. Chapter IV presents the findings of the data collected and provides the basis for answering the primary and secondary research questions associated with this study. Lastly, Chapter V discusses the findings of this research within the context of the research questions as well as the significance of this research to emergency management and recommendations for future research to further the understanding of the status of the profession of emergency management in the United States.

CHAPTER II

LITERATURE REVIEW

Introduction

Emergency management scholars and practitioners have been using the terms profession, professional, or professionalization for over 30 years, but unfortunately, there has been only limited consensus as to what constitutes the profession of emergency management. The subsequent literature review contained herein outlines the following areas of research as they pertain to this dilemma:

- Definition of profession
- Theory of profession
- Control of entry into the profession through use of a university credential
- Exclusive jurisdictional claim
- Autonomy and bureaucratization of professions
- Semi-professions

Following a thorough examination of the relevant research, an ideal type for the profession of emergency management is introduced as well as the identification of additional research needed to further address this dilemma.

Abbott (1988) identifies professions as deriving from medieval and ancient origins although the professions of today primarily have their roots in the nineteenth century. While this level of historical research into professions is important work, this literature review encompasses the research on professions primarily from Anglo-American scholarship beginning in the mid to late 20th century. The study of professions is grounded in sociology by scholars such as Marx,

Durkheim, and Weber (Hodgson & Sullivan, 2008; Macdonald, 1995; Rossides, 1998).

Macdonald (1995) states that with the demise in interest in functionalism, sociologists began to consider a number of areas of interest as opposed to one central theoretical theme, such as social stratification, social division of labor, professional ethics, and the relationship with sociopolitical and bureaucratic organizations. In addition, the sociology of knowledge became a prominent theme of research into the study of professions, and specifically, to explore and explain the nature of knowledge claimed within professions (Rossides, 1998). Part of the sociology of knowledge involves the social construction of something such as profession by understanding socially generated definitions in order to better understand the phenomenon. The understanding of the sources of knowledge for professions (university credential) and the defining characteristics of profession (control of entry and exclusive claim of jurisdiction) are key to the discussion of the status of the profession of emergency management in the United States.

The selection of literature for this review focuses on the aforementioned criteria and also expands upon existing and limited research within the emergency management context and allows for insight into potential ways and means for furthering the attainment of professional status for emergency management and development of models for a future emergency management profession. In addition, this literature review informs the development of areas for future research, some of which are included in this present study.

Literature Review

Definition of Profession

Research into the study of occupations and professions involves those interested in classifications and attributes and those pursuing theories. The focus of this review is on the application of social closure theory to the study of occupations and professions (Parkin, 1979). This includes the concepts of theorists such as Abbott (1988) on jurisdiction and Freidson (1988, 1994, 2001) concerning an *ideal type* profession and more specifically, the importance of *control of entry* into the profession as it relates to closure. In addition, this review identifies commonalities required for professions acknowledged by theorists as well as those scholars promoting the classification/attribute approach to the study of occupations and professions.

It is important to note that scholars (Brante, 1988, 2011; see also Bellis, 2000) have divided the study of professions into two broad categories. *Naïve* studies are those that focus on the characteristics of professions and the means for achieving status as a profession. *Cynical* studies consider professions as self-interest groups that have negative impacts on free market and society. While the potential for negative impacts from the exclusive nature of professions on market economies and society in general is acknowledged, this review will largely remain within the naïve category and consider the means for achieving status as a profession.

“To define profession is to invite controversy” (Cogan, 1955, p. 105). In order to review the various aspects of professions there must first be a discussion on a definition of profession. Professions occupy a unique position of importance in society, and most people equate a profession with an occupation that is held in higher esteem and is somehow separated from other occupations and forms of work (Parsons, 1939). There are numerous publicly accepted

definitions of profession (see below) but there is no singularly accepted definition of profession among scholars within the study of professions. While these publicly recognized definitions are not necessarily accepted within the scholarly community as being a fully valid definition of profession, each of these has a common thread that is also found in scholarly research and will be the basis of much of this literature review: specialized knowledge and skill, education, and credential or qualification. Generally speaking, outside of academia professions are viewed as

- a type of job that requires special education, training, or skill (Merriam-Webster);
- a paid occupation, especially one that involves prolonged training and a formal qualification (Oxford);
- any type of work that needs special training or a particular skill, often one that is respected because it involves a high level of education (Cambridge).

Going back to the early part of the 20th century, there has been significant dialog amongst scholars as to how professions should be defined, which occupations should be considered professions, and if so, by what institutional criteria (Freidson, 1988, p. 14). Since that time there has been a consistent lack of consensus concerning a definition of profession and the majority of focus has been on defining the characteristics that make professions distinctly different from other occupations. Cogan (1955) identified that the confusion in attempting to define profession stems from trying to use one single term to describe disparate referents. Cogan (1955) described three possible levels of definition for profession: historical and lexicological, persuasive, and operational. The historical/lexicological definition seems to be where most scholars differ as this definition requires an objective and defensible statement of the essentials of a profession (Cogan, 1955, p. 107). A persuasive definition of profession is intended to redirect individual attitudes in order to accept the arduous demands and personal commitment of a profession. Lastly, the

operational definition is the observable and measurable attributes of profession such as educational requirements, requirements for admittance to the profession, and standards of professional and competent service and focuses more on a taxonomical approach to defining profession (Cogan, 1955, p. 108).

Millerson (1998) identified semantic confusion over the popular usage of terms such as profession, professional, and professionalization as contributing to difficulties in defining profession. Carr-Sanders and Wilson (as cited by Cogan, 1955), attempted to define professions as organized bodies of experts that had elaborate systems of instruction and training with entry into the field by examination and other formal prerequisites stating that “...certain vocations, possessing these characteristics in a greater or lesser degree, approach more or less closely to the condition of profession” (p. 105). Greenwood (1957) described the definition of profession as qualitative rather than quantitative and noted that professions are organized groups constantly interacting with society, performing social functions through formal and informal networks, and requiring adjustments to the unique subculture as a prerequisite for success. Abbott (1988) loosely defined professions as “...exclusive occupational groups applying somewhat abstract knowledge to particular cases” (p.8), and goes on to say that “...a firm definition of profession is both unnecessary and dangerous: one needs only a definition strong enough to support one’s theoretical machinery” (p. 318). Marutello (1981), building on work from Cogan (1955) proposed an intrinsic, or semantic, definition in order to capture the subjective and qualitative aspects of profession. Although other scholars have attempted to reinvigorate the debate concerning a static definition of profession (Sciulli, 2005; Saks, 2010, 2012), it is widely accepted that the “...character of an adequate definition must be such as to specify a set of referents by which the phenomenon may be discriminated in the empirical world...” (Freidson,

1994, p. 16). Freidson (1994) also states that the myriad ways the concept of profession can be viewed prevent creation of a widely accepted definition of general analytical value. Furthermore, Evetts (2006, 2014) has described the pursuit of definitional precision as a time wasting diversion favoring a more abstract concept that a profession is "...essentially the knowledge based category of service occupations which usually follow a period of tertiary education and vocational training and experience" (Evetts, 2013, p. 781).

Within the emergency management scholarly community there have also been attempts to define the profession of emergency management. Blanchard (2005, as cited by Cwiak, 2005) identified criteria for the profession of emergency management to include

- a systematic body of knowledge;
- a system for advancement and dissemination of knowledge;
- college degrees in the subject area.

While Blanchard may be attempting to define the profession, in essence he is identifying the characteristics of professions, which has been the preferred approach for most of the 20th century (Freidson, 1988, 1994).

Characteristics of Profession

While most scholars have abandoned the pursuit of a static definition of profession, there must still be some means of delimiting the subject-matter in order to properly study and develop theory (Freidson, 1994). Because professions are within the genus of occupations, Barber (1963) suggested that any attempts to define the professions must focus on the *differentia specifica* of professional behavior (attributes). By the mid-twentieth century numerous scholars within the study of professions had begun to identify attributes and characteristics of profession. Attributes

identified in Table 1 are common for most scholars and are important to the construct of profession promoted within this chapter.

Table 1 Summary of Characteristics of Professions

Attribute	Scholar(s)
Theoretical knowledge base	Carr-Saunders, 1933; Parsons, 1939; Cogan, 1955; Greenwood, 1957; Barber, 1963; Howsam, Corrigan, Denemark, & Nash, 1976; Burrage, Jarausch, and Siegrist, 1990; Freidson, 1988; Leicht and Fennell, 2001
Education required for entry	Carr-Saunders, 1933; Parsons, 1939; Cogan, 1955; Greenwood, 1957; Howsam, Corrigan, Denemark, & Nash, 1976; Burrage, Jarausch, and Siegrist, 1990; Leicht and Fennell, 2001
Exclusive claim to jurisdiction	Wilensky, 1964; Larson, 1977; Abbott, 1988; Freidson, 1989, 2001

Greenwood (1957), as an example, identified five attributes of a profession. These included: (1) systematic theory, (2) authority, (3) community sanction, (4) ethical codes, and (5) culture. Barber (1963) identified four essential attributes: 1) high degree of generalized and systematic knowledge, 2) primary orientation to the community of interest, 3) high degree of self-control of behavior through code of ethics, 4) a system of rewards. Wilensky (1964) identified that occupations seeking status as a profession would need a technical basis for their authority, must assert an exclusive jurisdiction tied to skill and training, and evoke public trust. Millerson (1998) conducted an analysis of the attributes and characteristics of profession from numerous scholars (Carr-Saunders, 1933; Cogan, 1955; Greenwood, 1957; Parsons, 1939, et al), and developed the following essential characteristics of profession (p.4).

- A profession involves a skill based on theoretical knowledge.
- The skill requires training and education.
- The competence of individuals is ensured through examination.

- Integrity is maintained through a code of conduct.
- The service is for the public good.
- The profession is organized.

Howsam, Corrigan, Denmark, & Nash (1976) developed a list of 12 characteristics of a profession, derived from various sociological sources. As mentioned previously, attributes common for most scholars and important to the construct of profession promoted within this chapter are summarized in Table 1.

- Professions are occupationally related social institutions established to provide essential services.
- Professions are concerned with an identified area of function.
- Professions (individual and collective) possess a body of knowledge, behaviors, and skills needed to practice the profession.
- Members of professions are involved in decision in accordance with the most valid knowledge available against a background of principles and theories and within the context of possible impact on other related decisions.
- Professions are based on one or more undergirded disciplines.
- Professions are organized into professional associations.
- Professions have agreed upon performance standards for admission to and continuance in the profession.
- Induction into the profession is through a professional school on a college or university campus.
- Professions hold a high level of public trust and confidence.

- Members of professions have a strong service commitment and commitment to competence.
- Authority to practice comes from the client or employing organization; accountability for competence is within the profession itself.
- There is relative freedom from direct supervision or public evaluation.

More recently, Burrage, Jarausch, and Siegrist (1990, as cited by Brante, 2011) have attempted to define the characteristics of profession.

- A profession is a full-time non-manual occupation.
- A profession has a monopoly in the labor market for their services.
- A profession has autonomy.
- A profession has training that is systematic and scholarly and is required for entry into the occupation.
- Member rewards are tied to occupational competence as well as their services being deemed important to society.

Leicht and Fennell (2001) have identified that many researchers had grown dissatisfied with trait and attribute theories and models of profession as these did not capture the manipulative aspects of profession and there was little agreement as to which attributes were critical. They also stated that trait theories still have value in the study of professions as a set of "...well established institutional markers..." that may be indicative of change within professions. To that end, they have identified the eight defining characteristics of professions derived from trait/attribute theorists. Attributes common for most scholars and important to the construct of profession promoted within this chapter are summarized in Table 1.

- Knowledge is based on theory and complex intellectual techniques.
- Mastery of knowledge base requires long period of training, usually university based, which is technically specialized and designed to socialize trainees into the culture and symbols of the profession.
- Tasks are inherently valuable to society, relevant to key social values.
- Practitioners are motivated by service to the client's welfare and to the profession.
- Performance of tasks is characterized by a high degree of autonomy.
- Practitioners exhibit long term commitment to their profession.
- Practitioners enjoy a well-developed sense of community within the profession.
- The profession has a well-developed code of ethics that guides professional behavior and defines professional values.

Freidson (1988) acknowledges that what distinguishes occupations from each other is the specialized knowledge and skill required to perform different tasks within the division of labor, stating "the narrowest meaning of profession...is one that makes much of the special nature and source of the knowledge or skill involved in specialized work, locating it in abstract concepts most often taught today in universities" (p. 24). While there are numerous attributes identified by these scholars, there are common attributes, or characteristics, identified by the majority of scholars within the study of professions; possession of theoretical knowledge through university education, attainment of a university credential as a requirement for entry into the occupation, and exclusive claim of jurisdiction for the occupation (Table 1).

Emergency management scholars have identified the importance of possession of knowledge in the theories surrounding emergency management but not all have been explicit concerning the actual requirement for a university credential in order to work within the

occupation. Although Wilson (2000) discusses the requirement for a university degree as a criterion for earning a certification required for entry, Blanchard (2005; see also Cwiak, 2007, 2012) identifies knowledge in the theories and principles of management, mitigation, and other aspects as competencies associated with the new generation, or 21st century emergency manager but does not state outright that an emergency manager needs a university credential to enter the emergency management occupation. This lack of stipulating a specific academic credential is also apparent in federal legislation and policies. Following the perceived failures of the Federal Emergency Management Agency (FEMA), and specifically the FEMA administrator during Hurricane Katrina in 2005, the Post Katrina Emergency Management Reform Act of 2006 stipulated that persons being assigned to the positions of agency or regional administrator must be selected "...from among individuals who have ... a demonstrated ability in and knowledge of emergency management and homeland security; and ... not less than 5 years of executive leadership and management experience in the public or private sector" (Bea, 2007, p. 17). Of interest is also the statement provided by President G.W. Bush indicating that there was not full agreement that qualifications for the FEMA administrator should be specified, stating that the requirement "...purports to limit the qualifications of the pool of persons from whom the president may select the appointee in a manner that rules out a large portion of those persons best qualified by experience and knowledge to fill the office" (Bea, 2007, p. 23). This same concern over lack of controlling who is appointed to emergency manager positions was also expressed in a survey of emergency management academics, practitioners, and consultants conducted by Cwiak (2007).

As stated previously, within the study of professions, the requirement for an education grounded in applicable theories is a key attribute to professions. Within the study of professions,

the use of a university credential as a means to control entry into the occupation is also seen as a means to achieve closure, which is essential to achieving status as a profession.

Theory of Profession

Max Weber identified social closure as the “...process by which social collectives seek to maximize rewards by restricting access to resources and opportunities to a limited circle of eligibles” (Parkin, 1979, p. 44). While Weber’s focus of social closure was predicated on the attempts of elites to promote and legitimize their social status, enhance their power and dominance over others, and reinforce inequality, social closure also provides the theoretical foundation for understanding the features that distinguish social groups and the significance of social status among groups. Social closure is common throughout society and starts early in life as children become socialized through school, sports and other activities (Mackert, 2012). The application of class theory and social closure is referenced throughout the study of occupations. Essential to this theory of closure, within an occupational context, are the strategies of exclusion, and specifically, the use of academic and professional qualifications and credentials to control and monitor entry into the occupation. Parkin (1979) states that the use of academic credentials, as described by Weber, is prominent in the attempts by occupations to attain status as a profession. Larson (1977) identified the concept of the market project which seeks to control a market for specific expertise through the use of exclusionary practices. Larson also identifies key activities such as establishment of specific training and education programs. Although class theory and social closure as applied by Parkin, Larson, et al. are applicable to the study of professions, they are primarily focused on inequality and other negative social impacts. It is not the intent of this paper to discuss the qualitative aspects of closure with respect to society and

occupation, but rather to recognize that closure exists within occupations seeking to attain status as a profession and that the concepts of exclusion through control of entry by way of academic credential is a common concept embraced within the study of professions and is foundational to other theories that will be discussed in this chapter.

With respect to occupational closure, Freidson (2001) asserts that a profession exists when “...an organized occupation gains the power to determine who is qualified to perform a defined set of tasks, to prevent all others from performing that work, and to control the criteria by which to evaluate performance” (p. 12). Furthermore, Freidson (1994, 1999, 2001) has developed three ideal types concerning social control of work: free market, bureaucratic, and professional. In furtherance of this, Freidson (1999, 2001) identifies institutional constants that represent the defining elements of an ideal type model.

- An officially recognized body of knowledge and skill based on abstract concepts and theories.
- An occupationally negotiated division of labor.
- An occupationally controlled training program based on credentials.
- An occupationally controlled training program that is associated with a university segregated from the ordinary labor market.

Freidson (2003) recognizes that the ideal type is not found in reality, even within the traditional professions such as medicine. Occupational control of its labor market though is key to Freidson’s (2001) theories on profession and centers around the concept of a labor market shelter based on the requirement that “...only those with an occupationally generated credential testifying to their competence can be employed...” (p. 120). This control is further enforced through the requirement of professional schooling (university) for training and credentials. In

discussing the ideal type, Freidson noted that the models and definitions of the past attempted to “...distill the essence of professionalism out of the empirical characteristics of occupations called professions by their own members, by the public, by official classifications, or by scholarly analysts” (p. 117), and the most intellectually useful model needs to be based on logic rather than empirical cases, thereby avoiding historical or biased perspectives (Freidson, 1999).

Control of Entry through University Credential

The identification of specialized knowledge and skill as an attribute of a profession goes back to the earliest research on professions. Parsons (1939), in describing ‘professional authority’ stated that technical competence and specificity of function, knowledge, and skill within a particular field is one of the defining characteristics of profession. As identified previously, this attribute is common among the numerous attempts to define, characterize, and classify profession within a taxonomic approach. Saks (2010, 2012), in discussing the limitations of a taxonomic approach, considers legally based exclusion as principle to closure and specialized knowledge and expertise as secondary although consistent with Freidson (1994, 1999, 2001) in that control of entry into the profession through relevant higher education credentials is necessary to ensure a sheltered position.

Exclusion through the use of academic credentials is a form of closure intended to control and monitor entry into professions (Freidson, 2001; Parkin, 1977). This control over admission to the profession and use of titles are key powers a profession holds that are not held by other occupations (Greenwood 1957). The concern over lack of exclusive rights to the title of emergency manager, and the lack of position titles based on academic credentials within emergency management were discussed previously (Wilson, 2000), as were concerns over the reliance on voluntary certifications and voluntary compliance with academic credentials in an

attempt to achieve closure (Weeden, 2002). As mentioned, neither certification nor credential will achieve closure if the gatekeepers of the profession, or those that use the services, do not regard it as an essential marker of competence and it were not required for entry into the profession (Weeden, 2002). Cwiak (2011) promotes the notion of a gatekeeper as a requirement for professions in that the gatekeeping organization is responsible for managing the activities associated with closure such as control of entry into the field. This concept of gatekeeper is also expressed by Freidson (1986) in that “all professions engaged in providing services...are prone to have some form of official gatekeeping powers attached to their credential” (p. 166). Whereas Cwiak (2011) discusses gatekeeping more as a responsibility of a professional organization, Freidson (1986) considers gatekeeping in a broader context to include the universities that issue credentials and the governmental agencies that provide the authorities provided to professionals. In addition, with respect to a gradual restriction of control of entry, such as through voluntary certifications, Wilensky (1964) states that this can lead to morale issues and internal conflict related to the workplace audience of jurisdiction, as it creates a rift between those willing to go through the requirements and those that are not.

With respect to occupational control, Freidson (1999, 2001) identified the requirement “...that only those with an occupationally generated credential testifying to their competence can be employed to perform a defined set of tasks...” within the profession (p. 120). “The supreme advantage of occupational closure based upon credentials is that all those in possession of a given qualification are deemed competent to provide the relevant skills and services...” (Parkin, 1979). Furthermore, the credential is the result of training that occurs outside of the labor market, insulated from practical demands of work settings, where members of the occupation serve as teachers (Freidson, 1999, 2001; Howsam, 1977). Additionally, professional training is attached

to higher education, furthering the body of knowledge through advancement of research independent of immediate practical or political concerns. Freidson (2001) also identified that the importance of professional education is not only in the credential, but also in the formalization of knowledge and skill needed to support the intellectual basis of exclusion and claims of jurisdiction.

As indicated in Table 2 (Freidson, 2001, p. 93), professions are exemplified by the predominance of education being provided through university as opposed to on the job type of training as well as the other factors previously discussed.

Table 2. Characteristics of training by type of occupation

Characteristics	Craft	Technician	Profession
Proportion of Training in School	Low	Significant	High
Teachers are members of occupation	Always	Not always	Always
Primary training on the job	Always	Sometimes	Seldom
Full-time teachers	Rarely	Sometimes	Usually
Teachers do Research	No	No	Yes
University Affiliation	No	No	Yes

In addition to education being through university affiliation, another key aspect of closure as it relates to market segment is those that are teaching within the profession, e.g., university professors, are from the profession (Larson, 1977). This is important to establishing the level of competence and establishment of monopoly over knowledge and expertise as well as to ensure consistency and support claims of jurisdiction. A profession is also a ‘producer of producers’ in that it educates and regulates those that enter the profession (Larson, 1977). This position has also been promoted by scholars such as Phillips (as cited by Hite, 2003) stating that “...universities must educate not only emergency managers, but the future professorate as well”

(p. 12). There are concerns expressed within the emergency management community on the means to accomplish this. These concerns relate both to the quality and quantity of faculty teaching emergency management degree programs, as well as the quality of the degree programs themselves with respect to accreditation (Cwiak, 2012, 2015)

“The time will come when you aren’t an emergency manager if you don’t have that degree...you can’t just say you are an engineer...you can’t just walk in the door and say you are an emergency manager” (Canton, as cited in What You Should Know, 2011). Canton’s statement is consistent with the prominent characteristics of professions, as defined by scholars, as well as the desire for occupational closure through means of a university credential. As of today though, this is not the case. The current state of professionalizing emergency management appears to be focused on voluntary certification through either state level certification programs, through the use of professional development programs such as the FEMA Emergency Management Professional Program (EMPP), or through the use of third party certification such as the International Association of Emergency Managers (IAEM) certification program.

A review of state emergency management agency and state professional association websites indicates that at least 35 states have state level professional emergency management certification programs that award a certificate through either the state level emergency management agency, or the state level emergency manager’s association (Alabama, 2017; California, 2017; New York, 2013; Pennsylvania, 2011). Many of these programs are intended to certify municipal and county level emergency managers and are graduated programs such as basic, intermediate, and advanced. These programs also generally require a minimum number of years’ experience working within the occupation prior to award of the certification. While some programs may acknowledge or give credit for college level courses, many of these programs do

not have any requirement for a university credential of any sort. As an example, the Alabama Association of Emergency Managers Professional Certification Program states that optional course credit may be awarded for college courses.

The FEMA EMPP is a resident program intended to provide a “... structured and progressive framework for acquiring the knowledge, skills, and abilities to enter and progress through the field and to meet the challenges of a dynamic and complex environment” (Federal Emergency Management Agency [FEMA], 2015). The EMPP is comprised of three levels: the Basic Academy, the Advanced Academy, and the Executive Academy. The National Emergency Management Basic Academy provides foundational information in emergency management and is intended for persons initially entering emergency management as a career. It is described as a “...gateway for individuals pursuing a career in emergency management” (FEMA, 2015). This program is intended to be similar to a basic emergency services academy typically used in the fire service and law enforcement. Similar to basic academies operated by the fire service and law enforcement communities, the National Emergency Management Basic Academy will provide a foundational education in emergency management. The target audience for this program is for newly appointed emergency managers more so than those that are simply considering a career in emergency management. The National Emergency Management Advanced Academy is intended for mid-level leaders within emergency management. It provides information on the qualities of leadership as well as management theories and concepts. This program is intended for those working within the emergency management field for a period of at least three years. The executive academy is intended for those appointed to senior leadership positions within emergency management and provides information on strategic and policy level executive leadership, critical thinking, visionary strategic planning, and negotiation and conflict

resolution. While the EMPP contains some of the abstract knowledge found in a university credential as well as the practical knowledge found in professional development training, there is no pre-requisite for a university credential for entry into any of the academy levels. In addition, all of these academies are voluntary and are intended for persons already working in the occupation, meaning that entry into the occupation of emergency management is not being controlled through this program.

The IAEM has two levels of certification, the Associate Emergency Manager (AEM) and the Certified Emergency Manager (CEM). Prior to 2010, persons could be awarded credit for experience in lieu of college education for award of the CEM. The credit in 1998 was two years of experience equaled one year of college education (Wilson, 2000). The current requirement for the CEM is any baccalaureate degree as opposed to a degree specific to emergency management. In addition, the CEM generally requires that the applicant have three years' experience in the emergency management occupation although this can be waived based on the type of baccalaureate degree awarded (IAEM, 2016).

In addition to the IAEM certifications, there are also other emergency management certification programs identified under the Department of Defense (DoD) Credentialing Opportunities On-Line (COOL) program. The COOL program is intended to provide tuition assistance to service members seeking a civilian credential as a means of gaining civilian employment. There are 16 credentialing programs such as the Certified Emergency Disaster Professional (CEDP) listed under the category of emergency management that are eligible for the COOL program tuition assistance although many are more industrially based certification programs. There are also other credentialing programs being marketed to aspiring emergency management professionals including Certified Emergency Management Specialist (CEMS),

Certified Emergency Operations Center Manager (CEO CM), and Certified Emergency Operations Center Specialist (CEO CS). These certifications primarily require completion of a series of FEMA independent study (IS) courses, completion of an examination, and minimum number of years of experience working within the emergency management or related field. Recently, the National Fire Protection Association (NFPA) began issuing a certification of Emergency Power Specialist for Health Care Facilities (CEPSS-HC). The NFPA (2017) states that this credential was developed “...in response to the U.S. Centers for Medicare and Medicaid Services ruling that requires comprehensive emergency preparedness plans and evaluation of emergency and standby power systems.”

The use of voluntary credentials, whether obtained through professional certification or through a university degree, presents challenges for attainment of status as a profession. Weeden (2002) identified five devices that support the control of entry aspect of closure, three of which are applicable to this discussion: licensing, credentialing through formal education, and certification through voluntary programs. Weeden’s (2002) discussion on the inability of voluntary certification to influence control of entry (supply side) is particularly relevant given emergency management’s reliance on post-employment certification. Voluntary certification, as defined by Weeden (2002) is achieved by a combination of specialized coursework, demonstrated experience, an examination, subscription to a code of ethics, and membership in a sponsoring organization, and in some organizations a formal academic credential (p. 64). This type certification does not achieve closure if the gatekeepers of the profession, or those that use the services, do not regard it as an essential marker of competence. Although the same could be said of an academic credential, especially for emerging professions, if the credential were not required for entry into the profession, or recognized as valid markers of competence.

Wilson's (2000) analysis concludes that many of the individual certification programs require persons to already be practicing in the field of emergency management, more akin to on the job training programs associated with trades (Freidson, 2001). The use of on the job training for credentialing is seldom used in other professions and as stated by Wilson (2000), "...emergency management must revise current credentialing...so that graduate education or at least an undergraduate degree is required to enter the field" (p. 231).

Emergency management research also indicates there is still a question as to whether the practicing community of emergency managers actually supports a requirement for a university credential. In studies by Cwiak (2005, 2007), the value of a university education over experience is a contentious issue and there is no clear indication there is desire for the requirement of a university credential to enter the emergency management occupation. These comments from respondents provide a glimpse into some potential thoughts on this topic.

"Is an education really necessary and/or a substitute for experience? If I am not mistaken, James Lee Witt did not have a college education and did OK as an EM. I am not anti-education by any means, but experience does matter and is equally if not more important" (Cwiak, 2007, p. 50).

"A handful of the participant's comments specifically focused on the characteristics and noted the rub these characteristics have been known to cause when they are viewed by the practitioner community as being a commentary of academic credentials (or more simply put - "education") being superior to experience" (Cwiak, 2007, p. 7).

As mentioned previously, there is no requirement for a university credential for the highest federal position within emergency management and some contention as to whether the knowledge and experience requirement is justified for that level of responsibility (Bea, 2007). Of

interest to this discussion is the perception that it is an either/or proposition with regard to university credentials and experience. Cwiak (2005) asserts that within the practitioner community there are significant differences between the perceived value of education and that higher education can function as a class distinction where many emergency managers do not have, and are not required to have a university degree as a condition of employment. In addition, some emergency management scholars have also placed a higher premium on experience over formal education (Drabek, 2005; Marks, 2005, as cited by Cwiak, 2005). This either/or distinction is contrary to research within the study of professions that identify a university credential as providing the esoteric, theoretically based knowledge that is the foundation for the individual to enter the occupation, gain experience and learn the information and skills needed to perform within the occupation through professional development and occupation specific training (Abbott, 1988; Freidson, 1988, 1994, 2001). In other words, the university credential, experience, and occupational training are complementary to one another.

Abbott (1988, p. 9) states "...any occupation can obtain licensure (e.g. beauticians) or develop a code of ethics (e.g. real estate) but only a knowledge system governed by abstractions can redefine its problems and tasks, defend them from interlopers, and seize new problems...", which supports the notion of an academic credential as a requirement for entry into a profession. There are also scholars that have identified the reliance solely on a credential as problematic. Rossides (citing Berg, 1970) identified studies indicating no relation between formal education and work productivity, noting that once hired, there was no significant difference in work performance between those with formal education and those without. Furthermore, Bayley (1994, as cited by Rossides, 1998) discussed the increased pre-entry requirements for a university degree in emerging professions such as law enforcement as not having bearing on the

actual needs of the profession. Collins (as cited by Murray, 1980) identified inflation of the diploma within American professions and indicating research supporting better educated as not equating to more productive. Svensson (2006) states that the formal education is connected primarily to the academic credential as opposed to practice or qualifications for work. The attempt to look at university education, emergency management training/certification, and practical experience as being either/or requirements was discussed previously and is sometimes reflected by those within the emergency management community (Cwiak, 2009, 2014; see also What You Should Know, 2011). As mentioned, the university credential, experience, and occupational training are complementary to one another and all necessary for attainment of status as a profession.

Overtraining, or the requirement for training and education above what is routinely needed within a profession, is no guarantee of competence, but, with regard to many professions, "...society demands that all available knowledge be mustered for crisis, or at least be on call" (Goode, 1970, as cited by Larson, 1977, p. 230). This should resonate within the emergency management community as disasters and catastrophes are unique events that require all available knowledge to assist in management and coordination. Overtraining/education therefore has the advantage of creating complete skills and a deepening of esoteric knowledge, furthering public trust as well as creating the potential for understanding the entire field for discretionary decision making. Lastly, as stated by Freidson (2001), "...for all its failings, credentialism is far less likely than its alternatives to be an unfair basis for exclusion from particular jobs" (p. 204).

Exclusive Jurisdictional Claim

Jurisdictional claim for professions is not related to sector domains (public, private), or jurisdictional authorities (county, state, federal), but rather to exclusive claim to what the

profession does. Abbott (1988) considers the role of knowledge within the context of jurisdiction, applying a loose definition of profession as "...exclusive occupational groups applying abstract knowledge..." (p. 8). Abbott identifies two means of control; control of technique and control of abstract knowledge. The latter is what generates the practical applications or techniques within an occupation and therefore controls the occupation. It is this characteristic that "...best identifies the professions" (p. 8). Wilensky (1964) also supports the notion of education being a requirement for jurisdiction and hence closure, stating that training and education for practice is necessary for exclusive jurisdiction and that "...it cannot all be learned on the job" (p. 138). Abbott (1988) describes jurisdiction as an exclusive claim that is based on the strength of the ties between the profession and the actual work that it accomplishes. Critical to the ability to claim and sustain exclusive jurisdiction are the academic, abstract knowledge systems that support the profession, and more specifically, the borders of the professional jurisdiction (Abbott, 1988; see also Bellis, 2000; Leicht & Fennell, 2001). Within the emergency management context, Wilson (2000) concurs that as an ideal, emergency management should have recognition as having sole expertise and jurisdictional control. Abbott (1988) builds on a concept of exclusion through academic knowledge and control through promotion of a theory of jurisdiction in that a profession has command over a distinct set of tasks or problems (see also Bellis, 2000). Specifically, Abbott (1988) identifies three audiences where jurisdictional claims must be made: workplace, public, and legal.

The first audience is within the workplace and is generally acknowledged as the easiest claim to make as these can be unsubstantiated claims that may blur the legally or publicly established jurisdictions (Abbott, 1988; see also Chatterjee & Stevenson, 2008). Within the emergency management audience there appears to be mixed views concerning jurisdiction. In

2012 a focus group of emergency management scholars was convened to discuss and deliberate the disciplinary purview of emergency management. One of the objectives for this group was to “discuss and debate what is currently perceived to be the disciplinary purview of emergency management” (Jensen, 2012, p. 1). Many within the emergency management academic community have embraced emergency management as an academic discipline and there is good overall consensus on the identity of emergency management as well as the basic definition of what constitutes emergency management’s abstract knowledge base (Jensen, 2014).

The scientific study of how humans and their institutions interact and cope with hazards and vulnerabilities and resulting events and consequences (p. 3).

There also seems to be consensus amongst the academic community that the role of higher education is to provide the more abstract knowledge applicable to emergency management such as integration and synthesis of scholarship and research and generation of new knowledge (Jensen, 2013, 2014). It seems evident that the academic community of emergency management claims exclusive jurisdiction of emergency management and seeks to further this claim through one of their stated disciplinary responsibilities, to “...foster the legitimacy and development of the academic discipline and profession of emergency management” (Jensen, 2012, p. 5, 2014).

Within the broader practicing community of the emergency management audience research indicates there are still challenges to the identity, and subsequently the jurisdiction of emergency management. The following comments were derived from a survey of academics, practitioners, and consultants within the emergency management community:

“The single most important issue facing us is the creation of an accepted definition for emergency management as a profession. Traditionally, emergency management has been a second career for retirees from emergency services and the military, giving rise to the

belief that “anyone can do it”. There is no definition of minimum requirements for education and experience and job descriptions vary significantly from jurisdiction to jurisdiction. In most cases, emergency managers are not managers at all and serve as technicians. Their focus is on the tactical planning related to the emergency plan and not on the strategic issues related to community resilience and program development.”(Cwiak, 2007, p. 25).

“The idea of guiding principles suggests a degree of professional consistency that I do not believe exists. By this I mean that I believe we have not yet achieved an emergency management ‘profession’ where the range of practices, from local, rural emergency planning to national policy, is acknowledged as different applications of the same principles” (Cwiak, 2007, p. 12).

These comments are important to the discussion of jurisdiction in so far as jurisdiction, as previously mentioned, is not about political or geographic sub-divisions but rather identifying the overarching knowledge and basic functions of the occupation. In other words, “...it should be obvious what is and is not part of the professionally claimed universe of tasks (Abbott, 1988, p. 56). Furthermore, studies of the emergency management community support the assertion that the workplace audience has not fully laid claim for the exclusive jurisdiction with respect to competing disciplines such as fire and emergency services and homeland security, identifying emergency management as fractured, emerging, and lacking its niche within government (Cwiak, 2007, 2009). Additionally, conflict within an emerging profession can emerge between those already in the occupation who have attained stature and position based primarily on experience

and those entering the occupation with professional education. (Schott, 1976; see also Wilensky, 1964).

The second audience is within public opinion, in other words, the general public must also recognize the claim to jurisdiction. This is important as this area of jurisdiction includes aspects of closure such as exclusion and control over work. It is also important as the public audience will likely have great influence over the legal audience (third audience) in securing legal protections necessary for exclusion and closure (Abbott, 1988; Freidson, 1988, 1994; see also Wilson, 2000). This is a critical aspect of securing status as a profession as elected and appointed officials are extremely sensitive to public opinion when it comes to prioritization of effort in establishing policies that can affect jurisdiction, such as exclusive claim to tasks and titles, definition of problems, and regulation over exclusive rights to perform work (Abbott, 1988; Freidson, 1988, 1994; Henstra, 2010; see also Wilson, 2000). The multiple streams framework identifies three streams of the political system where policy-making occurs: the problem stream, the policy stream, and the political stream (Henstra, 2010). The policy stream is a more formal process whereas ideas are introduced and are evaluated on their technical feasibility as well as whether they will achieve goals intended to solve identified problems. The political stream is influenced by factors, but public opinion is a critical factor in whether an issue will be added to the decision agenda and its priority with respect to competing issues (Henstra, 2010). Within emergency management, public opinion is critical to both claim of jurisdiction as well as legitimizing the claims to profession and establishing the power needed to achieve legal protections afforded to professions (Wilson, 2000).

The recognition of position titles is also important to public perception and recognition of jurisdiction. While within the emergency management community the position of emergency

manager may be well understood, to the public this may not be the case. Wilson (2000) notes there is not a specific title for an emergency manager and that the term is used somewhat generically for job descriptions as opposed to identifying a person that has met specific educational and professional qualifications, such as a lawyer. In addition, because the emergency management community does not have exclusive claim to the position title of emergency manager, other entities can use the title for their purposes. Examples of this are the emergency managers appointed by the Michigan governor for the Detroit financial crisis and the Flint water crisis. Although the official title for these persons under the Michigan Local Government Fiscal Responsibility Act (Act 72) is emergency financial manager, the term used colloquially in the media was emergency manager. This lack of exclusive use of position titles is indicative of lack of exclusive jurisdiction and status as a profession.

A 2013 Gallup Poll found that in general the public is satisfied with the work the federal government does in responding to natural disasters. While public opinion is important, as mentioned previously, it also serves to provide the power to influence the legal audience (Freidson, 1977; Wilson, 2000). The legal audience consists of three distinct areas; the legislature, the courts, and the administrative and policy making structures. When considering the system of professions within an emergency management context, the latter of these is arguably the most salient to discussions concerning homeland security and emergency management. Cwiak (2009) identified an imbalance of power between the emergency management and legislative communities, stating that the legislative community in general “...lacked understanding of what is involved in effective emergency management and lacked the knowledge regarding who their emergency management representatives are and what they do on a day to day basis” (p. 65). This lack of understanding of what is involved in emergency

management has led to the appointment of arguably unqualified persons at the highest government levels of emergency management and led to the marginalization of emergency management within the federal government. While this is not unique to emergency management and can occur to any federal agency, the practice has reflected negatively on emergency management. During the 1980s, FEMA was known as a backwater agency and parking lot for political appointees (WGBH Educational Foundation, 2005). Sylves (2012) identifies the period of 1993-2000 as the golden years of the Federal Emergency Management Agency due to its elevation to ex-officio cabinet status under the Clinton administration and appointment of the first agency administrator with direct experience in emergency management. In the post-911 environment, more emphasis was placed on terrorism specific activities and FEMA, as well as emergency management in general, lost much of its bureaucratic and operational strength due to government restructuring and the creation of the Department of Homeland Security (Rubin, 2012). Subsequently, those appointed as the lead emergency management official for the nation were progressively less qualified until the dismissal of Michael Brown following Hurricane Katrina. Cwiak (2011a, 2014) also discusses identity and role confusion between the fields of homeland security and emergency management stating that with the status of emergency management in question, it is "...vulnerable to definition and re-definition by legislators and hobbled by systems and structural frameworks that impede effective practice " (2014, p. 395). This relates strongly to the need for clear jurisdiction within the division of labor expressed by Abbott (1988), specifically with respect to the administrative and policy audiences. It is clear from history how the legal audience, specifically the administrative and policy making structures can influence the attainment of professional status for emergency management.

As stated previously, "...it should be obvious what is and is not part of the professionally claimed universe of tasks" (Abbott, 1988, p. 56). Jurisdictional claims are based on the strength of the occupation's abstract knowledge system to identify, define, and provide solutions to a set of problems (p. 70). With regard to emergency management, Cwiak (2009) asks, "does the emergency management community presently control the knowledge base of the field and entry into the field" (p. 109), to which the answer is no. In order to claim and retain jurisdiction from external attacks, professions create rigid standards for control of entry to include such things as extensive education and examination requirements. Also important to Abbott's (1988) jurisdiction theory is the relation of professions to other professions, or as he states, a 'system of professions.' As work and needs for service emerge within the market, or when there is a lack of clarity with respect to jurisdiction, occupations will vie to claim jurisdiction to some or all portions. Within the system of professions when one occupation asserts a jurisdictional claim, it will do so at the expense of other occupations also having potential claims. Abbott (1988) identifies at least five possible settlements to these disputes, which includes subordination of one to the other, or, a division of labor that creates two independent jurisdictions. Within the context of emergency management and homeland security as professions, the theory of jurisdiction is particularly relevant. Wilson (2000) asserts that the goal of professionalization of emergency management is to "...create a structural niche for a specialized labor force to have exclusive rights to perform specific work without outside interference" (p. 4). While the term niche is also discussed within the context of semi-professions later in this chapter, use of the term by Wilson does not appear intended to be meant in the same manner as the market niche described by Chatterjee and Stevenson (2008). Concerning emergency management jurisdiction, numerous emergency management authors (Neal, 2005; Waugh 2007; Waugh & Sadiq, 2011) identified a

major challenge to the profession of emergency management was in defining the boundaries due to the increasingly complex nature of the field of emergency management and overlaps with other professions and academic disciplines, specifically between homeland security and emergency management. McEntire (2007) and McGuire (2009) both discuss the ‘professional model’ of emergency management with respect to a departure from the paramilitary approach and an embrace of an approach that supports vertical and horizontal collaboration across the myriad partners within the whole community of emergency management. These scholars also identify aspects of jurisdiction as being a hindrance to this model given the structural location of emergency management at the local and state level, e.g., within public safety, within homeland security, etc. Canton (2007) also raises concerns over the emergence of homeland security and the competition this generates with respect to claim of jurisdiction.

Autonomy and Bureaucratization of Professions

Much of emergency management is practiced within public sector bureaucratic organizations which may influence the ability to attain status as a profession. As mentioned previously, scholars have also identified autonomy as a characteristic of profession, with Freidson (1994) acknowledging occupational control of work as being one of the defining characteristics of professions. Much of the discourse concerning autonomy involves the traditional professions of divinity, medicine, and law. Historically, these professions had complete autonomy to practice on, and dispense their knowledge to clients with little external oversight. In the twentieth century, the concept of autonomy was challenged by the bureaucratization of traditional professions through creation of large private sector firms (e.g. legal firms, engineering firms, etc.), creation of large systems (e.g., healthcare systems), as well as employment of professionals within large public sector organizations. Since the 1960s,

qualitative changes in the autonomous nature of professions have been occurring, with bureaucratic regulation being arguably the most significant change (Freidson, 1983). The primary conflict between traditional professions and bureaucratic/public service professions revolves around the ambiguous notion of professional autonomy (Larson, 1977, p.190). The “...convergence of professional systems and of regulatory states has required the reconceptualization ...of professional occupational groups” (Evetts, 2012, p. 2).

Heteronomy refers to actions that are influenced by someone other than the individual. Heteronomous professional organizations are those where professional employees are subordinate to an external system, often legislated (Hall, 1968). In heteronomous organizational techno-bureaucratic professions such as public schools, social work agencies, and emergency management, there is not the autonomy found in the traditional professions such as medicine. As stated by Larson (1977) in discussing techno-bureaucratic professions, “...they simply do not have any autonomous orientation toward the clients” (p. 189), and the relation to the client is defined by the organization or state. Evetts (2002) notes that within bureaucratic organizations, external forms of regulation and control are substituting for what once was autonomy and self-regulation within the professions, and that “...discretion rather than autonomy is the most important aspect of professional judgment and decision making...” (p. 341). Lastly, Canton (2007) discusses the roles and responsibilities of emergency managers as they relate to the status of profession. He states that many emergency managers and emergency management organizations focus on the technical aspects of emergency management and as such, perform more like technocrats than professionals. The issue of technocrats was also raised by (Larson, 1977) when considering professions within bureaucracies. While full autonomy is no longer considered to be achievable in modern divisions of labor, there must still be discretion in

decision making based on an esoteric body of knowledge (Freidson, 1994, 2000, 2001; Evetts, 2002, 2003, et al). Without this discretion emergency managers would simply be the technocrats described by scholars as opposed to professionals.

Freidson (1994) further elaborates on this discussion by drawing a distinction between autonomy and discretion. Within his ideal type, autonomy would carry over into economic, political, and administrative/supervisory aspects of work. Freidson recognizes that full autonomy is something only found within the ideal-type, in stating ideal-types are “pipe dreams” (p. 2), and “...not an effort to portray the varied reality of professions...” (p. 5). He also recognizes that monopoly and discretion in performing work are intrinsic characteristics, and that professionalism exists when “...organized occupation gains the power to determine who is qualified to perform a defined set of tasks, to prevent all others from performing that work and to control the criteria by which to evaluate performance” (p. 12). Furthermore, with respect to professions within bureaucracies, Freidson (2001) states that within professional organizations, managers do not have the ability to choose which workers will perform work or evaluate work except within the limits established by the occupation profession, here again indicating the necessity that the profession identifies who is qualified to perform work and those persons have the requisite discretion in their dealings with problems. Evetts (2002, 2009) considers the inability of bureaucratic professions to achieve full autonomy and self-regulation and identifies that these professions have a mix of external regulation (imposed outside of the profession), and self-regulation (imposed by the profession). Furthermore, within these professions, knowledge is applied to diverse and complex problems, which necessitates the exercise of discretion (Evetts, 2009). As stated by Larson (1977), “to command a cognitive basis is just as important for

professions which do not move at all in the free market of services, but are circumscribed by the institutions in which they practice” (p. 181).

There are some scholars that have looked at the salaried employment of professionals within large, complex, bureaucratic or public service organizations as leading to the deprofessionalization of these occupations (Haug, 1975; see also Freidson, 1994, Wilensky, 1964; see also Milner, 2013; Roberts & Donahue, 2000). The arguments tend to center on the lack of autonomy due to external regulation as well as erosion of the exclusive knowledge base of professions due to increased general education of the public and public access to information due to technology, e.g., computers. The conflict between profession and bureaucracy also concerns the organizational norms of the two. In the case of bureaucracy, routine processes and rigid adherence to rules and conformity are the norm whereas within traditional professions, personal autonomy is the norm (Montagna, 1968). Both Hall (1968) and Montagna (1968) counter these arguments that professions cannot exist within bureaucracies based on research concerning professionalization and bureaucratization which found that while increased bureaucratization might lead to conflict, conflict is not inherent between the two. Additionally, as discussed previously, numerous scholars have identified the reconceptualization of profession within the context of bureaucracy and large public service organizations.

Because much of emergency management resides within public sector governmental bureaucracies it is also important to discuss the influence of government on the profession. Evetts (2014) identifies that the nation-state has a critical role in providing the profession legitimacy through activities such as certification/licensure, establishing standards and regulations for practice, providing funding, and employing practitioners. As discussed previously, the legal audience for jurisdictional claim is partly comprised by the administrative

and policy making structures of government and the influence of those structures on the attainment of professional status for emergency management must be understood.

Semi-Professions

Over the years, numerous emergency management scholars from Drabek (1987) to Cwiak (2014) have identified emergency management as an emerging profession. While some scholars have identified specific attributes that must be achieved in order to be considered a profession, most scholars also consider there to be an evolutionary process from occupation to profession and that the difference for many is in degree rather than kind of occupation (Greenwood, 1957; Hughes, 1958, as cited by Evetts, 2003, 2003a, 2013). Building on scholarly works from Goode, Etzioni, et al, Howsam (1976) discusses the characteristics of semi-professions and emerging professions. Several researchers considered the semi-professions to be occupations primarily occupied by women such as nursing, teaching, librarian, and social work (Goode, 1969, Etzioni, 1969, 1970, as cited by Howsam, 1976; Rossides, 1998), although the discussion of semi-professions or emerging professions is applicable beyond predominantly female dominated occupations. Semi-professions are considered newer professions and are outside of the traditional professions of law, medicine, and divinity. Howsam (1976) distilled 12 characteristics of semi-professions expressed in relation to the degree to which they meet trait characteristics of mature professions. Of these 12, several characteristics are important to this discussion.

- Lack societal acceptance that the nature of the service and level of expertise justifies autonomy granted to professions.
- Markedly less emphasis on theoretical and conceptual bases for practice.

- Subject to administrative and supervisory control and less autonomy in decision making with accountability to superiors rather than the profession.

Building from Abbott's (1988) theory of jurisdiction, in discussing the status of nonprofit management as a semi-profession, Chatterjee and Stevenson (2008) identified a 'market niche', whereas an occupation has an area of exclusive specialization within a broader occupation, such as the case with clinical social work within the mental health profession. Relating to the discussion concerning emergency management and other occupations such as homeland security or public health, is whether emergency management is an exclusive niche semi-profession within another profession, or in competition for much of the same market. This is an important consideration as the pursuit of an emergency management profession is contingent on explicitly stating the jurisdiction of emergency management with respect to competitors to the profession and settling disputes through subordination of or to the competitor or creation of independent jurisdictions (Abbott, 1988).

As discussed previously, the issues of autonomy and control of work are addressed by scholars concerned with professions and bureaucracy where the traditional concepts of autonomy and control derived from professions of law, medicine, and divinity are not applicable. Freidson (2001) states that "a semi-profession could be considered an occupation that has gained a jurisdiction in a division of labor as well as a labor market shelter and control over its own training, credentialing, and supervision, but that has not established sufficient cognitive authority to dominate either the division of labor in which its jurisdiction is located or public discourse concerning its work" (p. 90). Cognitive authority is described as the legitimate power to disseminate knowledge and is crucial to the maintenance of professional status (Larson, 1979). The issue of insufficient cognitive authority is also discussed by Murphy (1984) stating that

semi-professions such as teachers many times rely on a licensing credential (teaching certificate) as a means of exclusion. The concern over cognitive authority was also expressed by Barber (1963) identifying the desires of emerging professions to locate or improve their position within the university setting. Schott (1976; see also Wilensky, 1964) identified conflict within an emerging profession itself, noting a "...struggle over defining the central tasks of the practice between the old guard which were trained largely through raw experience, and the new practitioners who emerge in increasing numbers from the professional schools: (p. 254). The position concerning semi-professions promoted by Freidson (2001) also speaks to Howsam's (1976) points concerning societal acceptance of the profession as well as Abbott's (1988) assertions concerning jurisdiction and system of professions, as does Schott's (1976) perspective as it relates to the workplace audience referenced by Abbott (1988).

The conflicts and issues that potentially encumber emergency management from achieving status as a profession are not unlike those identified within the study of semi-professions, and relate to the lack of exclusive claim to jurisdiction as well as control of entry as a means of closure.

Emergency Management Profession Ideal Type

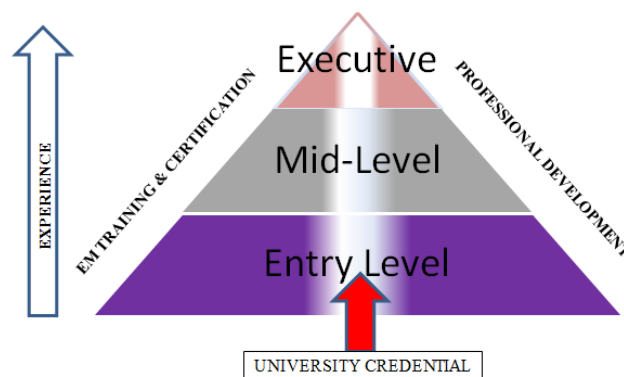
Oyola-Yemaiel and Wilson (2005) identified three essential strategies for the professionalization of emergency management in the United States based on concepts of closure including exclusion and autonomy. These strategies include standardized hierarchical structure for emergency management that includes specific position titles for entry level, mid-level, and senior level emergency managers to include specific academic credentials. A second strategy includes certification of emergency managers through formalized education through institutions of higher education as well as through training and evaluation of competency through state or

professional organizations. The third strategy involves accreditation of emergency management organizations by state or professional organizations. Each of these strategies is consistent with concepts of closure expressed in creating an exclusive claim to entry into the profession and claim to jurisdiction. Wilson (2000) also described an ideal where a professional emergency manager had attained a graduate degree in emergency management, had passed a state regulated examination, and occupied a position as an emergency manager (p. 236).

Concerning professions within bureaucracies, Freidson (2001) identifies a distinction between his ideal type bureaucracy and ideal type professional. Within the ideal type bureaucracy, persons outside of the profession, but within the bureaucracy, are responsible for personnel management and planning and are responsible to external authorities such as the state. The ideal type profession working within a bureaucracy is distinguished by the "...requirement that both the executive head and those that perform the central work are bona fide members of the occupation" (Freidson, 2001, p. 75). This is also described by Wilson (2000) in identifying the numerous positions within an emergency management organization that are not emergency managers, e.g. administrative and financial support staff, etc. The differentiation between emergency managers and non-emergency manager staff and the career path to the emergency manager position is an important distinction for the emergency management profession. Throughout the history of the emergency management occupation, leadership, e.g., emergency management director, or agency administrator has tended to come from outside the occupation in the form of political appointments as opposed to career professions with emergency management credentials and experience (Rubin, 2012). Discussed previously was the need for balance between experience, formal education and university credential, and occupational training/certification and that in order to achieve professional status these three aspects needed to

be complementary to one another and not in-lieu of one or the other. To that end, the emergency management occupational ideal type would describe a requirement for a university credential in emergency management to enter the profession. In other words it depicts the career path from entry level through to organization/agency executive, i.e., emergency manager. Progression through the strata of the emergency management hierarchy would be through attainment of emergency management occupational training and certification as well as professional development commensurate with levels of supervision, management, and administration. Furthermore, migration through the strata would require progressive levels (vertical and horizontal) of experience within the mission areas of emergency management. An ideal type such as this allows for vertical and horizontal mobility (internal and external to the individual's organization) and is tied to the concepts of progressive position titles described by Wilson (2000). Figure 1 depicts this occupational ideal type model.

Figure 1. Emergency Management Profession Occupational Ideal Type



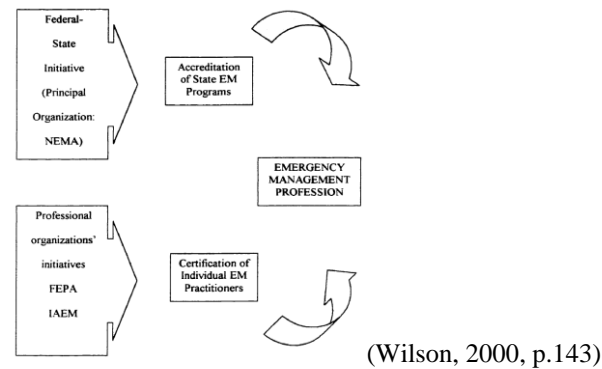
Pyramid concept interpreted from <http://www.leapdesign.biz/blog/2015/2/6/design-social-responsibility-ethical-discourse-in-visual-communication-design-practice>

Wilson (2000) also identified the relationship of individual certification and organizational accreditation to the professionalization of emergency management and the requirements for

elements of closure such as monopoly and autonomy (p. 141). Wilson links advanced education and specific knowledge as part of individual certification, but in order for individual certification to support closure, it must be a requirement for entry into the occupation and not something that can be achieved throughout the course of a career.

In addition to the credentialing of individuals, Wilson (2000) asserts that professional status for emergency management also requires accreditation of emergency management organizations and emergency management higher education institutions. Drabek (1987) also considered attributes of both the individuals as well as the organizations involved in emergency management in assessing that emergency management was becoming professionalized. These attributes included the emergence of state and national professional associations as “...embryonic signs of professionalism” (p. 184) as well as the need for formalized credentials and training (p. 251). While both of these are ways to achieve status as a profession, if these are voluntary it does not meet the requirements for occupational control identified previously, and essential for closure. Accreditation of emergency management organizations is consistent with the concept of an ideal type of organizational professionalism whereas the organizations where the practice of the occupation occurs must exhibit certain qualities and attributes in order for the overarching occupation to be recognized as a profession (Evetts, 2009, 2011). Wilson (2000) describes organizational accreditation as being interrelated with individual certification as two fundamental axes for gaining status as a profession (Figure 2).

Figure 2. Strategic Conceptualization of EM Professionalization



Wilson's (2000) conceptualization is similar to the ideal types of professionalism promoted by Evetts (2009) concerning organizational professionalism and occupational professionalism. Organizational professionalism comes from rational-legal forms of authority and hierarchical structures of responsibility whereas occupational professionalism attributes such as practitioner autonomy and discretionary judgment based on common education and vocational training (Evetts, 2009, p. 248). Table 3 identifies the characteristics of Evetts (2009) ideal types.

Table 3. Ideal-types of Professionalism

Two ideal-types of professionalism in knowledge-based work	
Organizational professionalism	Occupational professionalism
Discourse of control used increasingly by managers in work organizations	Discourse constructed within professional groups
Rational-legal forms of authority	Collegial authority
Standardized procedures	Discretion and occupational control of the work
Hierarchical structures of authority and decision-making	Practitioner trust by both clients and employers
Managerialism	Controls operationalized by practitioners
Accountability and externalized forms of regulation, target-setting and performance review	Professional ethics monitored by institutions and associations
Linked to Weberian models of organization	Located in Durkheim's model of occupational communities

(Evetts, 2009, p. 263)

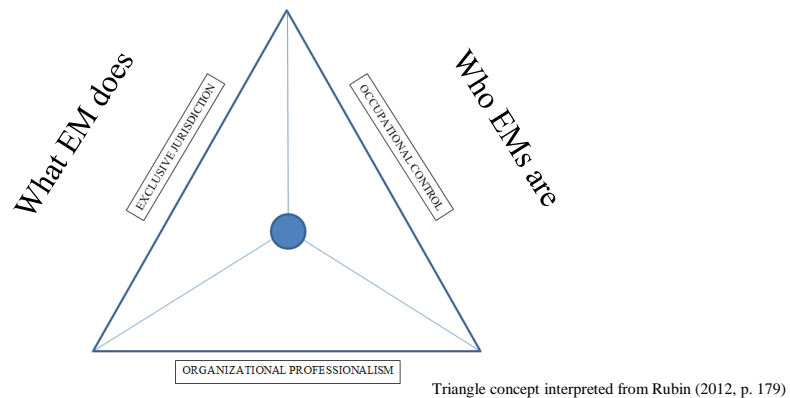
There are potential assumptions within Wilson's (2000) conceptual model as well as Evetts (2009) ideal-type model in that neither describe exclusive claim to jurisdiction or the

explicit control over entry into the occupation, both requirements for occupational closure.

Building from the models proposed by Wilson (2000) and Evetts (2009) and including the EM Profession occupational model discussed earlier, proposed here is a new conceptual model that incorporates three essential elements that must be achieved for status as a profession within emergency management; jurisdiction, occupational control, and organizational professionalism (Figure 3). Jurisdiction, as described by Abbott (1988) states what emergency management does. Jurisdiction is the explicit statement of exclusive claim to the body of knowledge and problem sets that are emergency management. Jurisdiction is recognized in the emergency management arena, the public arena, and the legal/legislative arena. Occupational control states who emergency managers are. Occupational control is the internally (within the occupation) and externally (derived from administrative/policy) recognized ability to control entry into the occupation, to evaluate the performance of these persons (also goes to ethical standards and other aspects of occupational professionalism), and to exercise discretion within the workplace. A critical component of occupational control is the exclusive use of the position title of emergency manager as tied to university credentials, professional training and certification, and experience.

Lastly is organizational professionalism. Although Evetts (2009) did not consider the accreditation of organizations, for the emergency management profession this is critical in pursuit of professional status (Wilson, 2000). Organizational professionalism, as validated through accreditation states that the organizations where emergency management professionals work, do what emergency managers are supposed to do, and also are held to generally accepted standards for management and administration of the organization, such as internal/external accountability, standards of business practice, models of organization, etc.

Figure 3. Emergency Management Profession Ideal Type



Summary

Emergency management practitioners and scholars have been laying claim to status of emergency management as a profession, or emerging profession, for many years. Drabek (1987) first discussed the professionalism of emergency management as it was emerging from the era of civil defense. In this context, many considered the “professionalized” emergency managers as those that were paid as opposed to volunteers and had many years of experience (p. 51). Drabek (1987) also laid out an action agenda for moving emergency management toward a profession which included the need for specialized skills and knowledge within academic institutions with standardized curricula supported by professional associations and agencies of government.

In order to achieve the goal established by Drabek, or substantiate the claim of an emergency management profession by others, there must be a clear understanding of what constitutes a profession based on research in order for emergency management to be externally recognized as a profession. This literature review covered significant research on professions primarily from Anglo-American scholarship beginning in the mid-20th century concerning the

theory, definition, and classification of professions, the bureaucratization of professions, semi-professions and emerging professions, and the profession of emergency management.

The literature review was grounded in the theory of closure expressed by Parkin (1979) and further explored by Abbott (1988) and Freidson (1994, 2001) concerning claim to jurisdiction and control of entry into the profession through command of esoteric knowledge and expertise, and use of an academic credential to substantiate the jurisdictional claim as well as the exclusivity to work within the market segment that comes through closure. The literature, both from a theorist's perspective as well as from those that subscribe to an attribute perspective on the study of professions, clearly supports that the aspects of jurisdiction, knowledge, and control are key to identification of an occupation as a profession.

In addition, because emergency management is primarily centered within public sector bureaucratic organizations, research was conducted into the influence this orientation has towards recognition as a profession. While autonomy had been one of the hallmarks of the traditional professions of medicine, law, and divinity, research supports the notion that autonomy has yielded to discretion within bureaucratic organizations that involve professions and there is not an inherent conflict between these organizations and professions. Furthermore, professions within bureaucratic public sector organizations, although not part of the free market per se, are not precluded from establishing and exercising jurisdictional claims and control over entry necessary to achieve closure. Furthermore, the literature indicates that due to the bureaucratized nature of emergency management within government and the significant influence of the administrative/policy sections of government, leaders within the state emergency management agencies and associations may be the most influential in furthering emergency management as a profession.

As emergency management is many times referred to by emergency management scholars as being an emerging profession, research was included on the semi-professions and emerging professions. The research demonstrates that while there are differences between ‘recognized’ professions and emerging or semi-professions, there is a continuum between occupations and professions and that the differences between the two are more related to degree of difference as opposed to kind of occupation. Here again, the research supports an assertion that there is nothing inherent in the occupation of emergency management that would prevent it from attaining status as a profession.

Research specific to the profession of emergency management was included in this literature review. Although there is not a significant volume of research to draw from, the research that was conducted is significant in that it supports the need for command of esoteric knowledge, legitimate claim of jurisdiction, and means for controlling entry into the field as necessary for achieving status as a profession. Furthermore, this research indicated that at the time, the primary means for certification of emergency management professionals was through state or professional association voluntary certifications, which does not support the exclusivity needed for occupational closure. The focus on state level certifications indicates a propensity of state level leaders to consider post-employment certification as the preferred means for achieving status as a profession. In addition, the focus on the IAEM Associate and Certified Emergency Manager also indicates a desire on the part of the state emergency management associations, of which IAEM is primarily comprised, to focus on post-employment professional certification as opposed to pre-employment university credential. The emergency management research also identified that there are potential concerns regarding sole jurisdictional claims in that emergency management is in a lower power position, thereby less capable of asserting claims to jurisdiction

or control over the market segment necessary for closure and status as a profession. Here again, the individuals most likely to influence exclusive claims of jurisdiction are, arguably, these same state government level and state association level emergency management leaders.

Clearly the literature review indicates that in order for occupations to achieve status as a profession there must be recognition of this within the emergency management community, the general public, and within the elected and appointed officials that oversee and administer emergency management within the 54 states and territories within the United States. In order to accomplish this, emergency management must have an exclusive claim to both the knowledge that supports the profession as well as jurisdictional claim to the problems this knowledge base is intended to solve and tasks needed to solve those problems. This knowledge must be gained through higher education and entry to the profession granted only to those that have earned a university credential within the respective professional academic discipline. Emergency management leaders must recognize that these criteria must be met in order to develop strategies to further the professionalization of emergency management.

Lastly, two ideal-type models were also presented. The first is an emergency management profession occupational ideal-type which incorporates the essential elements needed for occupational closure such as university credential, progressive experience complemented by professional training and certification. In addition, an ideal-type model was presented based on previous models by Wilson (2000) and Evetts (2009) to identify essential characteristics and elements of the emergency management profession as a whole. This model incorporates three distinct objectives needed for occupational closure, and subsequently, status as a profession. The model provides the end-state of the emergency management profession and also provides the starting point for determining the ways and means for achieving this end state.

The next chapter will discuss the research strategy for this study. The literature review indicated that within the study of professions there is considerable emphasis on an established body of knowledge that contributes to an exclusive area of jurisdiction (knowledge and practice) that can be claimed by a profession. In addition, those practicing within an occupation, specifically the executive and those carrying out the primary work require extensive knowledge in the theories and concepts derived from that body of knowledge, which is typically validated through issuance of a university credential. Lastly, in order to ensure those that say they are from the profession have the requisite knowledge, the university credential becomes a means for control of entry into the profession. It is these key themes that have informed the research design that will be described in the following chapter.

CHAPTER III

METHODS

This study explored the current perceptions and intentions of emergency management leaders as related to the activities associated with the professionalization of emergency management. The central question for this study was: Do emergency management leaders' perceptions and intentions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management? The importance of this question is that the results provide insight into whether strategies being implemented within the emergency management community in furtherance of professionalization are aligned with those necessary to achieve occupational closure as well as provide insight for design of future research intended to draw specific conclusions concerning this topic. In order to answer this question, this study explored the influence of current perceptions and intentions of emergency management leaders, based on the theory of occupational closure and specifically the requirement for explicit jurisdictional claim and control over entry into the occupation via a university credential, on advancing emergency management as a profession. The sub-questions answered through this research include answers to important questions.

1. Do state level emergency management leaders perceive emergency management is a profession?
2. Do state level emergency management leaders regard the importance of emergency management being recognized as a profession?

3. Who within the emergency management community do emergency management leaders perceive as having the most influence over furtherance of emergency management as a profession?
4. What are the perceptions of emergency management leaders at the state level concerning control of entry into the profession of emergency management?
5. How do stated intentions at the state level concerning control of entry into emergency management correspond with the attributes described by scholars in the study of professions?
6. To what degree do state level emergency management leaders perceive higher education contributes to the profession of emergency management?
7. To what degree do emergency management leaders perceive there is a clear claim to the jurisdiction of emergency management?
8. To what degree is there consensus between state agency and state association leaders with respect to requirements related to jurisdictional claim and occupational control of entry into emergency management?
9. What are the perceptions of academic emergency management leaders concerning an ideal-type model for the profession of emergency management?

This study employed mixed methods concurrent triangulation design intended to obtain complementary data concerning the research question as well as to validate and expand on quantitative results with qualitative data (Creswell & Plano Clark, 2007). In developing the research design, several factors were considered to include timing, weighting, and mixing of data. Concurrent timing was selected for this study. Although the quantitative data collection was

conducted prior to the qualitative data collection, both were conducted within the same phase of the research. Based on the stated goals of the design being validation and expansion of quantitative data with qualitative data, both were given equal weight within the study. Lastly, the mixing of data will primarily occur during interpretation. Creswell and Plano Clark (2007) identify several combinations of mixed methods research as related to the purpose of the research (Table 3) This study's primary data collection used a survey instrument with Likert-type, semantic differential, and open-ended questions as well as semi-structured interviews. The survey instrument was targeted at the state level emergency leaders while the interviews were targeted at emergency management academics with practical experience. Because this research was exploratory in nature, the convergence model was not selected as this model is primarily used to develop well-substantiated conclusions concerning the results. Instead, the multilevel model was used due to the different levels of participants and the intent of forming an overall interpretation based on those perspectives (Creswell & Plano Clark, 2007).

Table 4. Mixed method design types (Creswell & Plano Clark, 2007)

<i>Design Type</i>	<i>Variants</i>	<i>Timing</i>	<i>Weighting</i>	<i>Mixing</i>	<i>Notation</i>
Triangulation	<ul style="list-style-type: none"> • Convergence • Data transformation • Validating quantitative data • Multilevel 	Concurrent: quantitative and qualitative at same time	Usually equal	Merge the data during the interpretation or analysis	QUAN + QUAL
Embedded	<ul style="list-style-type: none"> • Embedded experimental • Embedded correlational 	Concurrent or sequential	Unequal	Embed one type of data within a larger design using the other type of data	QUAN(qual) or QUAL(quant)
Explanatory	<ul style="list-style-type: none"> • Follow-up explanations • Participant selection 	Sequential: Quantitative followed by qualitative	Usually quantitative	Connect the data between the two phases	QUAN → qual
Exploratory	<ul style="list-style-type: none"> • Instrument development • Taxonomy development 	Sequential: Qualitative followed by quantitative	Usually qualitative	Connect the data between the two phases	QUAL → quan

In addition to the data collected via the survey instrument and semi-structured interviews, data was also collected from on-line open source information to further enhance understanding of this topic.

On-line Open Source Data Collection

One of the research questions for this study concerns whether emergency management can claim an exclusive jurisdiction. One aspect of jurisdictional claim involves academic knowledge. The ability of a profession to claim and sustain its jurisdiction to some extent involves its claims to academic knowledge, and therefore, competition for jurisdiction can involve the academic level (Abbott, 1988). In order to better understand this aspect of exclusive jurisdiction, a review of academic programs categorized as Emergency Management and Homeland Security was made based on the fundamental knowledge claimed by emergency management: the emergency management cycle/phases of emergency management: preparedness, response, recovery, and mitigation, as enumerated in the Principles of Emergency Management Mission.

Emergency Management protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

This assessment utilized the College List managed by the Federal Emergency Management Agency (FEMA) Emergency Management Institute (EMI) Higher Education Program. There were 65 bachelor degrees analyzed for course titles that are common between Emergency Management and Homeland Security programs as well as those within homeland

security programs that directly correspond to the emergency management cycle. Full jurisdictional claim is said to be based on the "...profession's abstract knowledge to define and solve a certain set of problems" (Abbott, 1988, p. 70), therefore, if there are significant overlaps between emergency management and homeland security bachelor's degree courses within the core areas of emergency management knowledge, a claim of full jurisdiction may not be considered exclusive.

When full jurisdictional claim is not strong it can be challenged by other occupations competing for the same jurisdictional claim or from competition arising from an emerging market. Abbott (1988) identifies at least five settlements arising from jurisdictional claim disputes, of which the most relevant to this study are subordination of one claimant under another, or splitting the jurisdiction into two interdependent parts.

Survey Instrument

A survey instrument was created based on information derived in part from the instruments developed and used by Cwiak (2009) and Grist (2007) as well as questions developed independently for this study. The survey instrument was self-administered and employed fixed-alternative, dichotomous, Likert-type, semantic differential, and open-ended questions (Mitchell & Jolley, 2009). In addition to Institutional Review Board (IRB) approval, the development of the survey instrument involved four major tasks: creation of the initial draft, establishing a jury of experts, completing a qualitative review and pilot assessment, and revision of the survey instrument (McKenzie, Wood, Kotecki, Clark, & Brey, 1999).

The population solicited for this survey was comprised of two purposive groups. The first group was state emergency management directors derived from contact information through the

National Emergency Management Association (NEMA) as well as a search of official on-line websites. The second group was state emergency management association presidents derived from contact information through the International Association of Emergency Managers (IAEM) as well as a search of official on-line websites. These groups were selected due to their role in influencing the furtherance of occupational closure as it relates to the profession of emergency management. As identified in the literature review, those at the administrative and policy levels are one of the key audiences to recognize exclusive jurisdiction and are most likely to influence the control of entry to emergency management.

The survey instrument was completed and submitted electronically, using an on-line SurveyMonkey® application. The survey participants received the link to the survey tool via e-mail, that included content encouraging them to participate in the study, informing them of the purpose and intent of the research, providing the instructions and timing for completion, and thanking them for their participation. Also embedded in the survey was the JSU consent form which was electronically signed as a condition of proceeding with the survey. Rationale for using the state level leaders previously described is that the state, as described by scholars, is an integral part of recognizing a profession. State leaders are also primarily responsible for promoting policies and legislation that formalizes criteria of profession such as control of entry, e.g., certification, licensing, etc., and without state support it is unlikely those occupations seeking to achieve status as a profession will be successful. In addition, the primary professional organizations associated with emergency management are comprised of state level leaders. These are arguably the groups with the most insight and influence into the furtherance of emergency management as a profession.

Table of Specifications. Rationale for development of the specific content and sections within the survey instrument was developed from the literature review. The survey instrument was divided into four specific sections with questions covering the following areas: perception of the occupation of emergency management, attitudes concerning higher education and emergency management, intentions to pursue university credential entry requirements for emergency managers, and a demographics section (see Table 5).

Table 5. Table of Specifications

Content Areas	Reason for Inclusion
Section I: Perception of EM as an occupation (Q3- Q17)	Intended to answer questions concerning jurisdiction (Abbott, 1988); build on the work of Cwiak (2009) concerning perceptions of the status of emergency management as a profession.
Section II: Perceptions concerning higher education, certification, and experience as it relates to emergency management (Q18-42) NOTE: There are four sub-sections within section II. IIa. University credential requirements IIb. Perceptions of higher education in EM IIc. Perceptions of professional certifications IId. Employment/promotion considerations	Intended to answer questions concerning control of entry via higher education credential as well as the perceptions of the value of higher education as it relates to experience; build on the work of Wilson (2000), Grist (2007), Cwiak (2009).
Section III: Organization intentions concerning requirements for formal education for emergency managers. (Q43-Q46)	Intended to answer questions concerning control of entry via higher education credential; build on the work of Wilson (2000), Grist (2007), Cwiak (2009).
Section IV: Demographic information (Q53 – Q55)	Identify participant's demographic composition. Build on previous data from Grist (2007), Cwiak (2009).

Section I: Perception of Emergency Management as an Occupation. This section built on questions posed by Cwiak (2009) concerning the perceptions of emergency management leaders as to the status of emergency management as a profession. This section also attempted to ascertain whether these leaders perceive emergency management to hold an exclusive claim to full jurisdiction. The majority of these questions are Likert-type questions with the opportunity to provide open-ended comments in order to elicit a richer response than could be obtained through fixed-alternative questions as well as to discover underlying beliefs possessed by the respondents (Mitchell & Jolley, 2009).

Section II: Perceptions concerning higher education, certification, and experience as it relates to emergency management. This section sought to determine the perceptions of emergency management leaders concerning higher education and the occupation of emergency management. This section is comprised primarily of Likert-type questions and is intended to ascertain the strength of the respondent's belief as to whether a higher education credential should be required for entry into emergency management at the state level. In addition, this section attempted to ascertain the preferences toward emergency management specific education credentials as opposed to other degrees such as homeland security or public administration. The responses to the questions in this section directly relate to the intent of emergency management leaders to pursue occupational closure through the use of a university credential.

Section III: Organization intentions concerning requirements for formal education for emergency managers. This section is similar to the previous section except that this section asks for the intentions of the respondent's organization in pursuing formal education requirements for emergency managers. Here again, this section relates directly to the intent of

emergency management organizations to pursue occupational closure through the use of a university credential.

Section IV: Demographic Section. The demographics section is consistent with basic questions typically asked concerning age, gender, and level of education and can be useful for identifying possible tendencies to responses based on these demographic factors as well as for comparison to other similar studies. In addition, this section asks questions concerning respondent's intentions to pursue additional higher education or professional certification.

Creation of the Initial Draft. The concept and purpose of this survey is to assess whether emergency management leaders of state emergency management agencies and associations intend to attain the key aspects of occupational closure necessary for status as a profession: exclusive jurisdiction and occupational control. The initial draft of the instrument with 53 questions was created by the researcher using 15 questions (n=15) from other instruments found in the literature and with 38 researcher created questions (n= 38) when suitable questions could not be found elsewhere. Table 6 provides additional information about the initial draft of the instrument.

Table 6. Sources of Questions for Initial Draft of Instrument

Content Areas	From the Literature (n/%)	Researcher Created (n/%)
Section I	4/27%	11/73%
Section II	4/16%	21/84%
Section III	0/0%	4/100%
Section IV	7/77%	2/23%
Total	15/28%	38/72%

Establishing a Jury of Experts. In order to establish content validity of the survey tool, a panel of 31 experts was selected that met specific criteria. To be selected the potential jurors had to have met two criteria. Each of the jurors was required to have extensive knowledge and experience in emergency management and have served previously in a senior leadership position within county, regional, state, or federal emergency management organization. The second criterion was that none could be in a current position that would have them be a respondent to the final survey instrument for this study.

Completion of the Qualitative Review and Pilot Assessment. Following selection, Jurors were provided information on tasks and timelines for pilot assessment of the survey instrument as well as confirming their intent to participate by completing and returning the applicable Jacksonville State University form (JSU, 2014) (Appendix A). On 13 May 2017 the survey was sent via e-mail to the 31 participants as a pilot assessment and to solicit feedback concerning the survey instrument, with a response suspense date of 21 May 2017. As identified by McKenzie et al. (1999), jurors were asked to comment on the appropriateness, clarity and completeness of each of the main sections of the instrument. In addition, each juror was asked for recommendations on the modification or deletion of questions on the initial draft, as well for recommendations on additional questions or topic areas for consideration. The pilot assessment had 18 returns for a return rate of 58%. There were no substantive changes recommended concerning the content of the survey instrument. Overall the pilot assessment was positive and the results of the six questions relating to the survey are below, based on a five point Likert scale.

1. The instructions for completion of the questionnaire were understandable. (4.67)
2. The survey questions were understandable. (4.53)
3. There were appropriate response options for each question. (4.47)

4. The questions were in logical order. (4.53)
5. The number of questions was appropriate. (4.46)
6. The amount of time specified for completion of the survey (20 minutes) is accurate. (4.6)

The seventh question posed to the panel of experts for the pilot assessment was whether there were any additional questions they would suggest to be added to the survey, to which there were no specific recommendations. The eighth question asked if there were specific recommendations for modification, deletion, or revision of any of the existing survey questions. This is an important aspect of the pilot assessment as it helps to determine whether individual questions are essential to the stated purpose and objectives of the survey instrument (McKenzie, et al., 1999). There was only one recommendation within this question and that was for Q5 concerning a redundant “other” category, which was eliminated in the final version. Following final assessment of the pilot assessment, a revised survey instrument was created for use in the primary research (Appendix B).

Administration. Prior to administering the validated instrument to the sample population, both the instrument and protocol for using the instrument were submitted to the Jacksonville State University Institutional Review Board (IRB). Following updates to the survey instrument based on the pilot assessment, two e-mail distribution lists were created for sending the survey instrument. One list included the heads (e.g., directors) of the state level emergency management agency (department, etc.) and the other list was comprised of the presidents of the state level emergency management professional association. The state director list contained addresses for 54 state/territory/district emergency management agencies. The state president list contained addresses for 45 state professional associations. The contact information was

developed from the websites of the aforementioned entities as well as from national level organizations such as the National Emergency Manager's Association (NEMA) and the International Association of Emergency Manager's (IAEM).

According to Sheehan (2001), there are many variables that can affect the rate of return of an e-mail distributed survey, such as survey length, respondent contacts, survey design, research affiliation and compensation. For this survey, there was no compensation provided to respondents and this survey focused on respondent contact and affiliation. Sheehan (2001) identified pre-notification and issue salience as being key to adequate rates of return. Because the issue of higher education and professionalism in emergency management is well known throughout the purposive sample population, issue salience should be high.

On 25 June 2017, 99 e-mails were sent with explanatory information as well as a link to the SurveyMonkey® that contained the voluntary consent form/acknowledgement as well as the survey instrument (Appendix B). The original solicitation had eight automatic return notices from the state director's list, and two automatic return notices from the state association list of "undeliverable" or a similar response. Attempts were made to contact the organizations and validate the e-mail addresses with a final result of six non-deliverable e-mails to state directors and one non-deliverable to state association presidents, for a total number of surveys sent of 92. Due to a low number of positive responses, on 15 July 2017 a second e-mail was sent to encourage participation in the survey, and a third on 30 July 2017. In total there were 33 responses received from the 92 original solicitations for an overall return rate of 36%. Of these responses, 20 were from state emergency management directors for a return rate of (20/48) 42%, and 12 were from state emergency management association presidents for a return rate of (12/44) 27%.

Analysis. The primary means for analysis of the ordinal data from the survey instrument was through summarization of data via frequency of distribution using descriptive statistics. Although this study is exploratory in nature and is a small sample size, basic inferential statistics will be used to assess the relationship between responses from the two groups based on respondent demographics (i.e., state agency and state association leaders, level of education, etc.). For making comparisons of categorical data derived from the survey instrument the Fisher's Exact test for statistical significance was used. This test was selected over the Chi-squared test due to the small sample size of this research. The Mann-Whitney U (nonparametric) test was used as a means to compare data from questions within the various sections and was selected due to the small sample size as well as the inability to assume normality in the distribution of the data. The open-ended questions were coded to identify common themes and used to add voice and texture to the quantitative data. These responses are referenced in Chapter IV and V as survey question number-respondent number (e.g., 13-05)

In addition to providing information on the central research question and nine sub-questions, the following list includes, but is not limited to, variables for consideration in quantitative analysis of the survey instrument data.

1. Dependent Variable: Is emergency management moving toward occupational closure through control of entry to the occupation by means of a university credential?
(yes/no)

Independent Variable: Mean score on Q18, Q19, Q20, Q23, Q24, Q25

Table 7 Questions related to control of entry

#	Question
Q18	Specific educational requirements must be established for Emergency Managers
Q19	Educational requirements can be accomplished solely through completion of standardized on-line and resident courses provided through the Federal Emergency Management Agency (FEMA)
Q20	Educational requirements can only be accomplished through completion of courses provided through a college/university
Q23	Only those with a university/college degree should be eligible for employment as emergency managers
Q24	Only those with a university/college degree in emergency management or a related field (e.g., homeland security, public administration, public health, etc) should be eligible for employment as emergency managers
Q25	Only those with a university/college degree in emergency management should be eligible for employment as emergency managers

2. Dependent variable: Is emergency management moving toward occupational closure through establishment of exclusive jurisdiction? (yes/no)

Independent Variable: Mean score on Q3, Q28, Q30, Q31, Q32, Q33

Table 8 Questions related to exclusive jurisdiction

#	Question
Q3	The occupation of emergency management is well defined
Q28	Current emergency management university degree programs adequately provide this [relevant theories associated with emergency management] foundational knowledge
Q30	Current emergency management university degree programs adequately provide standardized curriculum
Q31	All persons possessing a university/college degree in emergency management have the same basic foundational knowledge
Q32	There is clear distinction between university/college emergency management degree programs and homeland security degree programs
Q33	Current university/college emergency management degree programs advance the claim of emergency management as a profession

3. Is there a relationship between respondents with a university degree in EM and those believing there should be a requirement for a degree in EM to enter the profession?

Compare response to Q23, Q24, Q25 (see Table X) with demographic information

4. Is there a difference between responses from state agency leaders and state association leaders with respect to questions concerning control of entry, jurisdiction, and value of education?

Compare responses on questions between groups.

5. Has the perception of the status of emergency management as a profession changed since 2009?

Compare responses from Cwiak's Q1(2009) to Q5

Table 9 Comparison questions concerning status

#	Question
Cwiak Q1	What do you perceive emergency management's current status to be?
Severson Q5	What do you believe emergency management's current status to be?

Semi-structured Interview

Creswell (2013) describes seven steps for interviewing.

- Decide on the research questions,
- identify the interviewees,
- determine the type of interview,
- use adequate recording procedures,
- design and use an interview protocol,
- refine questions through pilot testing,
- determine the place for conducting interviews,
- obtain consent, and,

- use good interviewing procedures.

The research questions and interview protocol selected were developed from the broader concepts being explored in this research concerning status of the occupation of emergency management, control of entry through use of an academic credential, exclusive claim to jurisdiction, and organizational accreditation. The original interview protocol was submitted and approved by the Jacksonville State University Institutional Review Board with the caveat that it may be modified based on information received during the pilot testing and actual administration of the survey. Upon analysis of the data returned during the pilot testing and in the surveys, there was no desire to modify the interview protocol from its original approved version (Appendix C).

A purposive sample of members from academia was selected to review and comment on the concepts of occupational closure and exclusive claim to jurisdiction as well as an ideal-type model proposed for emergency management. The criterion for selection of the individuals to be interviewed was based on having significant practical experience in emergency management and/or work within the emergency management academic and professional communities concerning the profession of emergency management.

The purpose of these interviews was to gain greater insight into the concept of the emergency management profession ideal-type. On 30 October 2017 e-mails were sent to five individuals meeting these criteria. Included with the e-mail was the IRB approved consent (Appendix A) form as well as instructions for completion and follow-on actions. As interviewees responded, a date and time was scheduled for the interview at the convenience of the interviewee.

The method selected for conducting the interviews was to use the Collaborate Ultra function within the JSU Blackboard learning system, under the EM899-Sevison Dissertation

Research Course. Use of Collaborate allows for voice and visual as well as the ability to present the visual of the ideal type models for interview subjects to review and comment. In addition, this system does not require any unique software or applications on the end-user. Although Collaborate is a restricted access system, faculty other than the research faculty advisor for this dissertation also have access. In order to ensure confidentiality, each session was established within Collaborate as a unique session (e.g., Severson_interview_01) with the ability to download recordings. Each of the interviews was recorded and upon completion, immediately downloaded to discrete files that only the primary researcher can access. Once this occurred, the recordings on Collaborate were permanently deleted. The interviews were recorded and transcribed for analysis of themes concerning the validity and utility of the model. The interviews are referenced in Chapter IV and V as interview-question number-interview number (e.g., INT-01-01)

As stated previously, the primary purpose of these semi-structured interviews was to collect views and opinions on an ideal-type model for the emergency management profession. In addition to the interviews, the survey instrument also contains qualitative data in the form of several open-ended questions. For data derived from both of these, an In Vivo method for coding was selected. This method uses words and phrases directly from the data and is valuable for framing the interpretations of terms (Saldana, 2009).

The research design for this study allowed for collection of data from various sources and provided the means for collecting data central to the research question as well as ensuring the validity of the survey instrument. In addition, this design ensured the anonymity of the participants, and that those participating in the research were informed of the risks associated with participation and consented fully aware of those risks. The following chapter provides the results from the data collection in an objective manner for use in later analysis and discussion.

CHAPTER IV

RESULTS

The population solicited for the survey portion of this research was comprised of two purposive groups. The first group was state emergency management directors (SD) and the second group was state emergency management association presidents (SP). These groups were selected due to their role in influencing the furtherance of occupational closure as it relates to the profession of emergency management. As noted in Chapter III, there were 33 total responses to the survey instrument and five separate semi-structured interviews. Of the 33 responses, all answered the initial question indicating agreement with the terms of consent and participation. Of those, 32 continued to question 2, and of those, 31 continued to answer some or all of the questions throughout the rest of the survey. Due to this variance the actual number reported for this section will be 31 unless there were fewer responses for any individual questions.

The central research question is: Do emergency management leaders' perceptions and intentions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management? This chapter reports the results by presenting data associated with the sub-questions identified in Chapter III, and is organized as

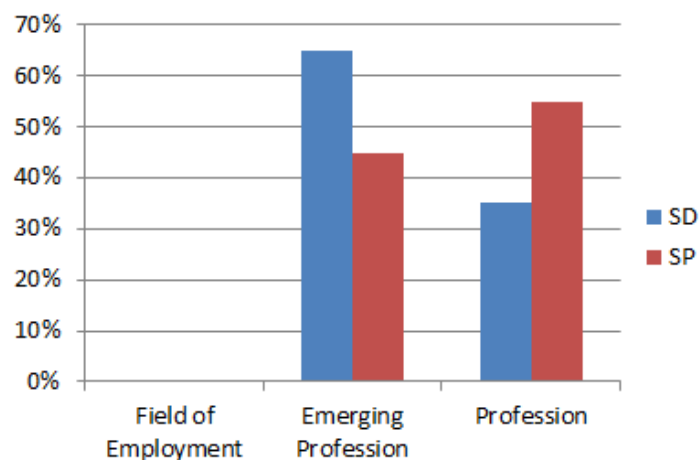
- perception of emergency management as a profession;
- importance of recognition as a profession;
- perceived influence of furtherance of emergency management as a profession;
- control of entry into emergency management and higher education;
- higher education contributions to emergency management profession;
- control of entry into emergency management and certification;
- control of entry into emergency management and employment;

- organizational intentions and control of entry;
- exclusive claim of jurisdiction; and
- demographic data.

Perception of Emergency Management as a Profession

One of the sub-questions identified for this research is the degree to which emergency management leaders perceive emergency management to be a profession. For this question (Q5), respondents were provided four choices; field of employment, emerging profession, profession, or other (please specify). The majority of responses selected emerging professions (n=18/58.06%, M=2.42, SD=0.49) with none selecting field of employment. The second highest choice was profession (n=13/41.94%). Within the two groups state association presidents (SP) selected profession at a higher rate (n=6/54.55%) than state directors (SD) (n=7/35%). Figure 4 provides a graphic depiction of this result.

Figure 4. Current status of emergency management



Questions 8 and 9 asked respondents for their perception of how others viewed emergency managers within the context of profession. These were seven point semantic differential questions with the lowest rating (1) being unprofessional, and the highest rating (7) being professional. Question 8 asked how respondents thought other public managers viewed emergency managers. The mean for this question was 5.10 (SD=1.11) and the mode (n=11) was five with consistent responses between the groups of state directors and state presidents. The second question (Q9) asked how respondents perceived they were viewed by elected officials within the context of professional, following the same seven point semantic differential scale. The mean for this question was 4.74 (SD=1.25) and the mode (n=13) was five. Here again responses were consistent between the two groups. Table 10 summarizes the data from Q8 and Q9.

Table 10. External view of emergency managers

Question	Entity	Unprofessional	2	3	4	5	6	Professional	Mean
External View: Public Managers	SD	0	0	2	3	6	6	2	5.15
	SP	0	0	1	2	5	2	1	5.00
External View: Elected Officials	SD	0	2	1	3	7	4	3	4.95
	SP	0	0	1	3	6	1	0	4.63

Question 10 (Q10) also solicited information concerning whether respondents were satisfied with the current status of emergency management. On a five point Likert scale (1 strongly disagree-5 strongly agree), the mean was 2.52 (SD=0.88), and the mode was 2 (disagree) with n=20. Overall the majority of respondents disagreed with the statement that they are satisfied with the current status of emergency management (n=21/67.74%), with only six agreeing with the statement (n=6/19.35%). Within the sub categories, 81.81% (n=9) of state presidents disagreed with the statement while 60% (n=12) of state directors disagreed (See Table 11).

Table 11. Satisfaction with current status

Question	Entity	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total	Overall Mean
Satisfied w/currnt status	SD	1	11	2	6	0	n=20	2.65
	SP	0	9	1	1	0	n=11	2.27

Although the responses appear to be somewhat even, in order to further analyze this data, a Fisher's exact test was conducted to determine if there was a significant difference between the responses of state directors and state presidents. In order to develop the 2 X 2 contingency table for this test, the responses of agree/strongly and disagree/strongly disagree were consolidated into the categories of Agree and Disagree. The null hypothesis for this test (H_0) is there is no difference between the responses of state directors and state presidents. Table 8 provides information on the contingency table. The p-value for this test is 0.36 (greater than .05) therefore we cannot reject the null hypothesis, which appears to be consistent with the representation of the data. As discussed previously in Chapter III and in this chapter, due to the small sample size and binary data for this particular test at this time, it cannot be proven to be a statistically significant difference.

Table 12. Satisfaction Contingency Table

Results			
	Agree	Disagree	Marginal Row Totals
SD	6	12	18
SP	1	9	10
Marginal Column Totals	7	21	28 (Grand Total)

The Fisher exact test statistic value is 0.364244. The result is *not* significant at $p < .05$.

Question 11 was a seven point semantic differential questions asking if respondents felt the status of the profession of emergency management was declining (1) or improving (7). The mean for this question was 5.65 (SD=0.93). An overwhelming majority (n=29/93.55%) indicated a rating of 5 or higher (See Table 13)

Table 13. Perception of status improvement

Question	Entity	Declining	2	3	4	5	6	Improving	Mean
EM Status as Profession	SD	0	0	3	1	8	6	5	5.75
	SP	0	0	1	0	4	5	1	5.45

In order to gain further insight into this topic, Q13 was an open ended question asking what would be required for emergency management to improve its status as a profession. A majority of the respondents provided comments to this question (n=28). Below are excerpts with salient points italicized.

13-01: Real *credentialing* with metrics & accepted *standards*

13-04: Accreditation programs which establish the accepted professional *standards* for the discipline.

13-06: *Clearly defining* academic requirements for the profession

13-07: Professional *Standards* and Job Description

13-14: Improvement of the *value of certification* and placement equal to other senior managers.

13-24: A *well-defined criteria* for emergency management post-secondary education, and training of EMS/Fire/LEO regarding what emergency managements job is as opposed to what they believe we do.

13-25: *Mandate* qualifications for entry level and set *standards* for advancement.

13-26: More local, state, and federal Emergency Managers having a *credential* or education in Emergency Management. We have too many people performing Emergency Management duties as a secondary job that have no formal EM training or *credential*. Example would be Fire Marshals who have EM responsibilities.

13-30: 1) Specify entry-level requirements, training and/or *experience* to "*certify*" individuals as emergency management professionals. 2) Create a statewide/national level certification. 3) Require periodic educational requirements (Continuing education) to obtain renewed *certification*.

13-31: Come to a common understanding of what EM is....and is not.

Importance of recognition as a profession

The second sub-question sought information on the degree to which state level emergency management leaders regard the importance of emergency management being recognized as a profession. This research question involved Q6 and Q7. Question 6, standard five point Likert scale, asked whether it is important that emergency management is recognized as a profession within the emergency management community. The majority of respondents selected either agree or strongly agree to this statement (n=30/97.77%, M=4.58, SD=0.79). Question 7 asked the importance of emergency management being externally recognized as a profession. Here again there was agreement with this statement (n=30/97.77%, M=4.61, SD=0.79). Table 14 summarizes the data from Q6 and Q7.

Table 14. Importance of professional recognition

Question	Entity	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total	Overall Mean
Q6	SD	0	0	0	6	14	n=20	4.58
	SP	1	0	0	3	7	n=11	
Q7	SD	0	0	0	6	14	n=20	4.61
	SP	1	0	0	2	8	n=11	

Perceived influence on furtherance of EM as a profession

Related to the research question of perception of emergency management as a profession, respondents were asked a series of questions (Q12 & Q14-17) concerning furtherance of emergency management as a profession. Question 12 (Q12), a standard five point Likert scale,

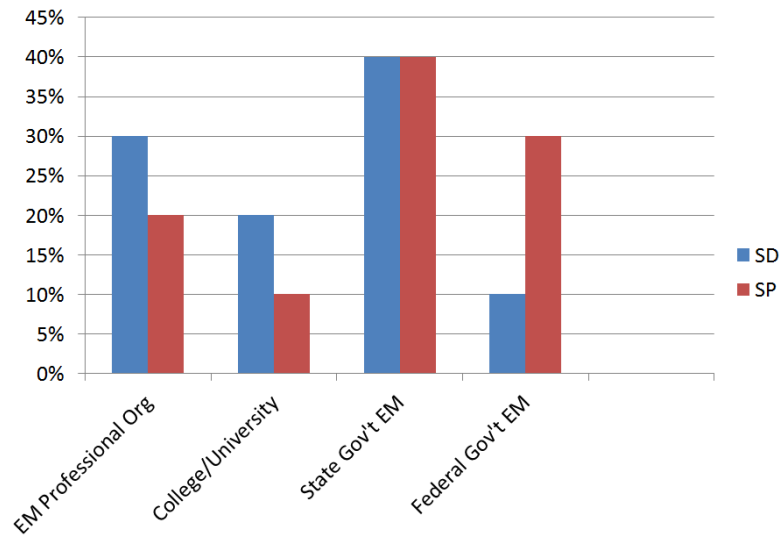
asked if emergency management has the capacity and capability to improve its status as a profession. A significant majority (n=29/93.55%, M=4.29, SD=0.68) indicated agreement with the statement. Questions 14 through 17 asked respondents to consider who they perceived as having the most influence on advancing the profession of emergency management. Question 14 (Q14) asked them to rank (1-4 with 1 having most influence). Table 15 below indicates the total responses to this question.

Table 15. Most influence on advancement of profession of EM

	1	2	3	4	TOTAL	SCORE
Emergency management professional organizations, e.g., IAEM, NEMA	26.67% 8	33.33% 10	26.67% 8	13.33% 4	30	2.73
Colleges/Universities with emergency management related degree programs	16.67% 5	23.33% 7	13.33% 4	46.67% 14	30	2.10
State level governmental emergency management organizations	38.71% 12	22.58% 7	29.03% 9	9.68% 3	31	2.90
Federal level governmental emergency management organizations	16.13% 5	22.58% 7	29.03% 9	32.26% 10	31	2.23
	MINIMUM	MAXIMUM	MEDIAN	MEAN	STANDARD DEVIATION	
Emergency management professional organizations, e.g., IAEM, NEMA	1.00	4.00	2.00	2.27		1.00
Colleges/Universities with emergency management related degree programs	1.00	4.00	3.00	2.90		1.16
State level governmental emergency management organizations	1.00	4.00	2.00	2.10		1.03
Federal level governmental emergency management organizations	1.00	4.00	3.00	2.77		1.07

When considering the groups of state directors (SD) and state presidents (SP) for Q14, the mode (n=8) for state directors was state level government organizations. For state presidents (SP), the mode (n=4) was also state level government organizations. Figure 5 provides a summary of the responses based on affiliation.

Figure 5. Most influence on advancement of profession of EM



Questions 15-17 sought to gain additional information on this topic and asked respondents to rate on a seven point semantic differential scale (1 being unsuccessful and 7 being successful) their perceptions of success. Table 16 summarizes the responses to these questions.

Table 16. Success in advancing the profession of emergency management

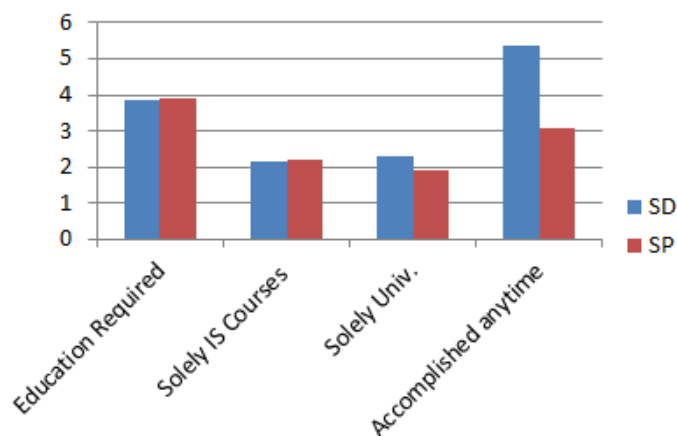
Entity	Unsuccessful				Successful			Mean	Std. Dev
	1	2	3	4	5	6	7		
EM Professional Org	1	2	1	7	9	7	3	4.80	1.45
College/University	0	3	7	9	8	3	0	4.03	1.14
Gov EM Organizations	0	2	3	10	10	3	2	4.50	1.20

Within these categories, the EM professional organizations received the highest number of successful (7) responses (n=3), with all of these coming from the state directors group. Government organizations had the second highest number of successful (7) responses (n=2), with both of these coming from the state directors group.

Control of Entry into Emergency Management and Higher Education

The question of perceptions of requirements to control entry into the field of emergency management is associated with Q18 through Q26. Question 18 asked whether specific educational requirements must be established for emergency managers using the standard five-point Likert scale. The mean response for this question was 3.87 (SD=0.94) although 74% (n=23) of respondents were in agreement with the statement. The responses between the SD and SP groups were relatively consistent. Question 19 asked whether educational requirements can be accomplished through completion of standardized on-line and resident courses through the Federal Emergency Management Agency (FEMA). The mean for this question was 2.29 (SD=0.99) with five responses in agreement, all of which were from state association presidents (SP). Question 20 asked whether educational requirements can only be accomplished through completion of courses provided through a college or university. Here the mean was 2.16 (SD=0.77) with only two respondents in agreement; both of these were state agency directors (SD). Question 21 asked if educational requirements could be completed before or after employment. The response mean was 3.45 (SD=0.91) with the majority (n=19/61.29%) being in agreement. Figure 6 provides a summary of the data from this series of questions.

Figure 6. Educational requirements



Regarding the question (Q21) of whether educational requirements can be accomplished anytime, a Fisher's exact test was conducted to see if there was a significant difference between the perceptions of state directors (SD) and state presidents (SP). In this case there appears to be a difference in the responses based on group affiliation. For this test the categories of agree/strongly agree and disagree/strongly disagree were combined into categories of agree and disagree. The null hypothesis (H_0) for this test is there is no difference between groups in the perceptions of state directors and state presidents regarding accomplishment of educational requirements (see Table 17). The p-value is .188 therefore the null hypothesis cannot be rejected; indicating there is no difference between the groups. Here again, due to the small sample size and binary data for this particular test at this time, it cannot be proven to be a statistically significant difference.

Table 17. Completion of Educational Requirements Contingency Table

	Results		
	Agree	Disagree	Marginal Row Totals
SD	14	3	17
SP	5	4	9
Marginal Column Totals	19	7	26 (Grand Total)

The Fisher exact test statistic value is 0.188094. The result is *not* significant at $p < .05$.

Also of interest to this topic is also whether there are differences in perspectives between those holding degrees (bachelor or greater) and those not holding degrees to questions concerning degree requirements. For this test the categories of agree/strongly agree and disagree/strongly disagree were combined into categories of agree and disagree and the individual responses for Q23-25 were combined. The null hypothesis (H_0) for this test is there is no difference between in the perceptions of degree holders and non-degree holders regarding a university degree for employment eligibility as an emergency manager (see Table 18). The

p-value is 1 therefore the null hypothesis cannot be rejected; indicating there is no difference between the groups. Although this appears to be consistent with the visual representation of the data, due to the small sample size and binary data for this particular test at this time, it cannot be proven to be a statistically significant difference.

Table 18. Degree requirements by degree groups contingency table

	Results		Marginal Row Totals
	Required	Not Required	
Degree	4	20	24
No-Degree	1	4	5
Marginal Column Totals	5	24	29 (Grand Total)

The Fisher exact test statistic value is 1. The result is *not* significant at $p < .05$.

In order to gain further insight into this topic, Q22 was an open ended question asking respondents for additional comments on questions 18 through 21. While these responses are based on the aforementioned questions, the responses also seem to reflect on the next series of questions (Q23-34). There were 14 (45.14%) responses for additional comments. Below are excerpts with salient points italicized.

22-02: Emergency Management is a *growing profession* which education is just starting to catch up with. There needs to be a balance between standard education or requirements for the job, and continuing education that needs to be done regularly to stay abreast of the changes that occur in the *profession*

22-03: Far too often college emergency management is taught by professors that have *never been in the field*. What is being taught by higher education is *not beneficial for employment in emergency management*.

22-05: I would recommend a *baseline requirement to entering the profession*, and progressive education requirements to elevate within the *profession*.

22-08: However, it needs to have a *prerequisite base* and limited post-employment timeline.

22-10: Emergency Managers should have a *baseline knowledge base prior to employment*.

22-14: Emergency Managers should be able to obtain necessary qualifications while serving in other related capacities. Some very qualified people come from other *professions*.

22-16: Takes a *blended approach* of formal education, practical training, and *experience* development.

22-18: Emergency Management is a constant evolving learning *profession*. It takes a strong self-initiative and strong willed person to survive all of the local politics.

22- 25: Educational requirements are a must. *College degrees will not make a good emergency manager*. Depending on the type of EM agency, there needs to be a level of *experience* prior to being considered for the position. In an event, the EM is looked upon as the SME. A person who has only graduated college in EM with no experience cannot be that SME to responders who need that guidance. Prior experience, IN A LEADERSHIP ROLE in a discipline such as LE, Fire, Military is crucial.

22-28: with respect to 21 - continuing education is an important component to any professional development/career path, but *specific requirements are not appropriate*

22-29: There has to be a combination of classroom learning and *experience* - college/universities as well as FEMA are famous for teaching by the text book but in the real world EM's need to be flexible and realize that sometimes the "textbook" answer doesn't work and sometimes it takes 3 or 4 "plans/attempts" to find something that works in a certain situation in any given community.

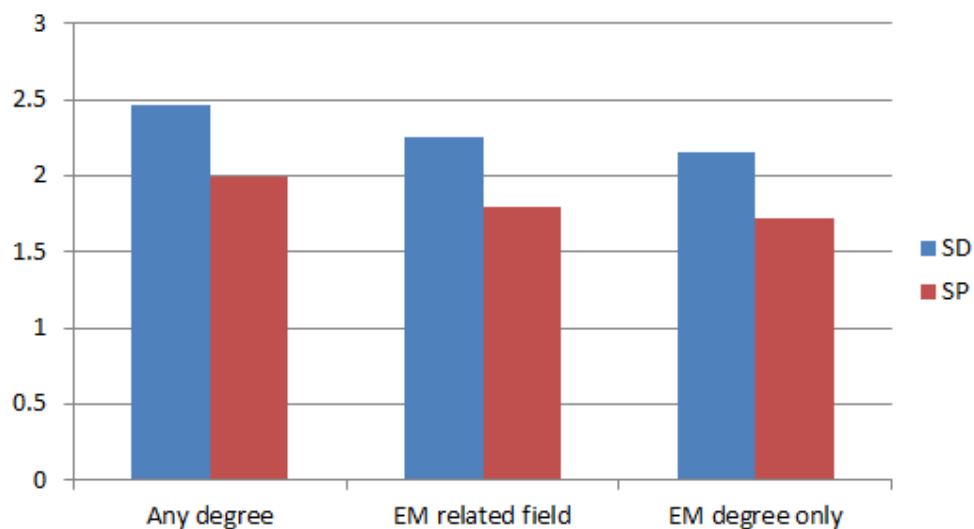
22-30: Would prefer that educational requirements are *accomplished before employment* or within a limited time thereafter.

22-32: I do not believe an individual who has no prior work *experience*, holds a bachelor's degree--or a combination of undergrad and graduate education--in "emergency management" is likely to succeed in the workforce. For starters, it is virtually impossible to get a job in emergency management without *experience*. Second, emergency management is by its very nature an interdisciplinary field. Thus, I feel students holding a strong skills or analysis degree--such as business, science, finance, management, communications, etc.--is more attractive to the emergency management workforce and more likely to have useful job skills than one with a specialized EM degree. The gaining of useful practical *experience* in private sector or public sector work changes this calculus considerably. All things being equal, I am more likely to hire a former business worker, fireman, or nonprofit worker with no degree but who has transferable skills than I am to

hire someone with an emergency management degree and no *experience*. Additionally, I think EM makes a great supplemental degree at both the undergrad and grad levels... But, someone who has both undergrad and grad degrees in EM demonstrates a lack of educational diversity, all things being equal.

Questions 23 through 34 sought the perceptions of emergency management leaders on higher education as it relates to control of entry and emergency management. The next three questions sought to determine whether emergency management leaders perceived a university degree necessary for employment as an emergency manager, and further, to discern whether that could be any degree, or a degree specific to emergency management. The means for each of these questions were relatively low (Q23: $M=2.17/SD=0.93$, Q24: $M=2.13/SD=0.83$, Q25: $M=2.00/SD=0.92$) based on the standard five point Likert scale, and the response means by group are summarized in Figure 7.

Figure 7. Degree required for entry



Question 26 was an open ended question asking respondents for additional comments on questions 23 through 25. There were 11 (35.48%) responses for additional comments. Below are excerpts with salient points italicized.

26-02: A degree in emergency management could be a requirement if one can obtain it, but *experience* has to be required as well.

26-05: While it is important to elevate the *profession* of emergency managers, by restricting to degreed professionals only you eliminate many who have vast hands-on *experience* and knowledge that you cannot get in a classroom. We should not discount the *value* that brings to a community.

26-07: Eventually a college degree should be a requirement.

26-10: In the field of emergency management, *experience beats institutional knowledge*. This includes comparable *experiences* in the military, fire service, medical field, etc.

26-16: Believe that a degree should be required, as we progress, it can become more discipline and / or discipline related required.

26-18: Some of the best EM's I have been lucky to work with only have a high school education but have spent a *lifetime of learning* and have more *common sense* than most.

26-27: I know many EM's that have come to Emergency Management from the first responder field of service. They mostly do a great job. I feel you must have some *real world experience* to do this job, you *cannot learn it all in a classroom*.

26-29: A GOOD emergency manager needs more than a piece of paper/degree to be successful, they need to be able to work with the public and most of all they need to be flexible.

26-30: Education requirements accompanied with *experience* (which could be used in lieu of required education) in the field would be a better option.

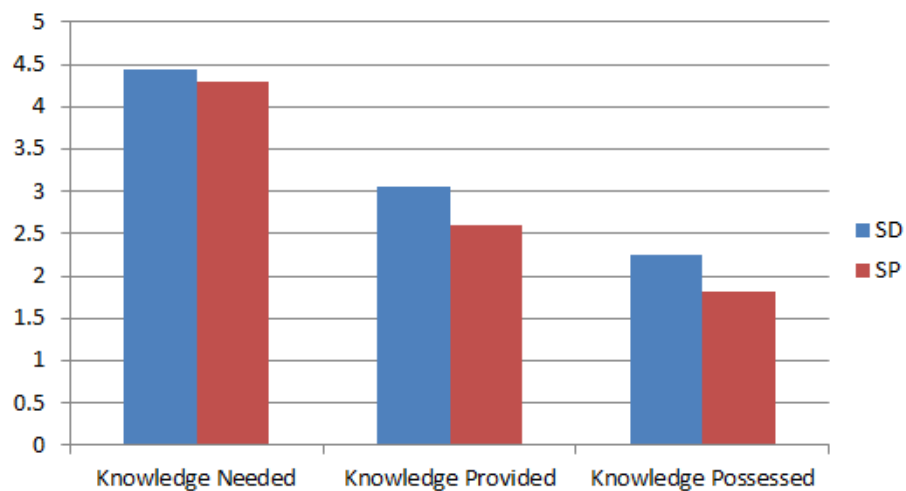
26-31: Strongly disagree that any education/degree standard should be required. Education doesn't teach how to do the job.

26-32: Utility of the EM focused degree is variable based on the school granting the degree. More analytical and interdisciplinary schools are better, in my opinion, than programs which focus mostly on FEMA and DHS programs in the US. Perhaps there should be an accrediting body for EM education that could set standards for these curricula?

Higher Education Contribution to EM Profession

Questions 27 through 34 sought additional information concerning the perception of emergency management leaders on the contribution of higher education in advancing emergency management as a profession. Question 27 asked if a foundational knowledge of relevant theories associated with emergency management was important. The mean response for this question was 4.40 (SD=0.66) with the majority in agreement (n=29/93.55%). When asked whether current emergency management university degree programs adequately provide this foundational knowledge (Q28), the mean response was 2.90 (SD=1.11), with 67% (n=20) either neutral or disagreeing with the statement. Question 31 asked if persons possessing an emergency management university degree possessed the same foundational knowledge. The mean response to this question was 2.10 (SD=0.64), with the majority of responses (n=31/100%) not agreeing with this statement. Figure 8 provides a graphic of the responses to these questions.

Figure 8. Foundational knowledge in Emergency Management

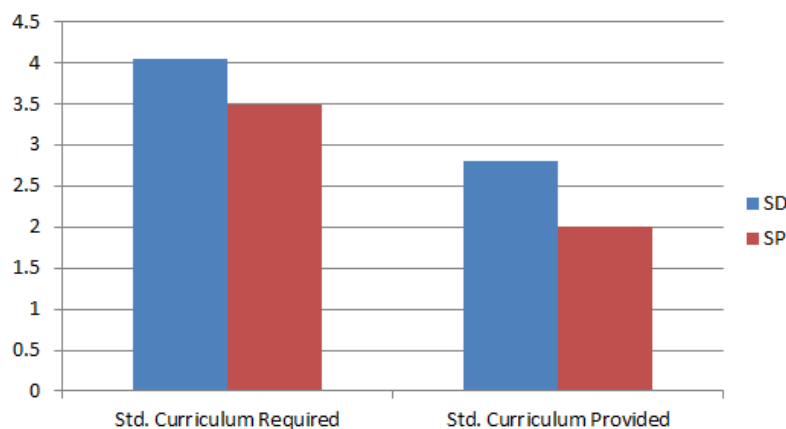


Question 29 asked whether emergency management leaders perceived importance in a standardized university curriculum for emergency management. The mean for this question was 3.87 (SD=0.99) with 76.6% (n=23) agreeing with this statement. Question 30 asked whether

emergency management leaders perceived current university degree programs were adequately providing a standardized curriculum. The mean for this question was 2.53 (SD=0.88) with the majority of responses either neutral or in disagreement with the statement (n=23/76/6%).

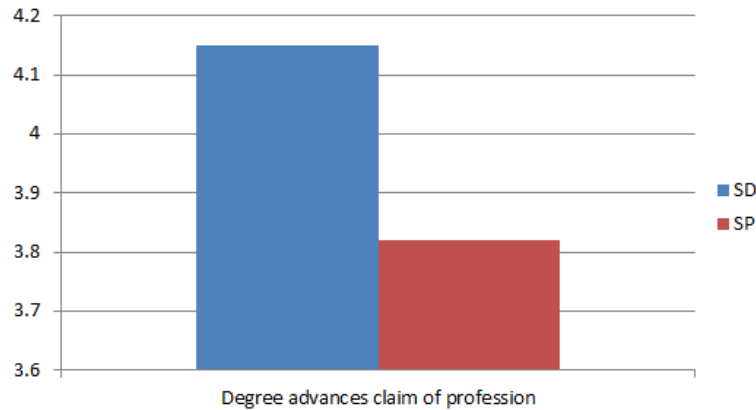
Question 31 asked whether it is perceived that all emergency management degree holders have the same foundational knowledge. The mean for this question was 2.10 (SD=0.64), Figure 9 shows the relationship between the responses to these questions from the state director and state president groups.

Figure 9. Standardized curriculum



Question 33 asked whether current university emergency management degree programs advance the claim of emergency management as a profession. The mean response for this question was 3.87 (SD=0.61) with the majority of responses (n=25/80.6%) being in agreement. Figure 10 provides the mean responses based on group.

Figure 10. Degree advancing EM as a profession



Additional questions from the survey instrument also provide insight into the discussion of the perceived value of higher education. These include Q23, Q24, Q25, Q27, Q33, and Q40. The aggregate mean for these questions as well as the means for the respective groups of state directors and state presidents are represented in Table 19. In order to determine if there was a significant difference between the state directors and state presidents for responses to the questions grouped for exclusive claim to jurisdiction, a two-tailed Mann-Whitney U test was conducted. The null hypothesis (H_0) for this test is that there is no difference between the perceptions of the two groups (SD/SP) towards the value of higher education to emergency management. The U value for this test was 11. The critical value of U at $p < .05$ is five (5), therefore the result is not significant and the null hypothesis cannot be rejected.

Table 19. Means for questions related to value of education

	Q23	Q24	Q25	Q27	Q33	Q40
Overall Mean/Std. Dev.	2.17/0.93	2.13/0.83	2.00/0.92	4.40/0.66	3.87/0.61	4.52/1.13
State Director Mean	2.26	2.25	2.15	4.45	3.90	4.60
State President Mean	2.00	2.00	1.72	4.30	3.82	4.36

NOTE: Q40 from Table 19 above was based on a seven point semantic differential scale.

The balance of the table data are based on a five point Likert scale.

Question 34 was an open ended question asking respondents for additional comments on questions 27 through 33. Although included in this series of questions, Q32 relates to claim of jurisdiction and comments related to that question will be used in the analysis of data for exclusive claim of jurisdiction. There were eight (n=8/25.8%) responses for additional comments. Below are excerpts with salient points italicized.

34-05: I'm unsure that all degree programs for emergency management and homeland security *possess the same foundational basics*.

34-14: Question 31 assumes they all learned what was taught equally

34-24: There is a big difference between what Universities are teaching for Emergency Management and what we actually do. I have been through undergrad and graduate programs for EM and I was unimpressed with both of them.

34-26: University/colleges need to develop new ways to give credit for life experience, certifications credentials, etc.

34-27: In [state redacted] there are very few Emergency Managers that have degrees, especially in Emergency Management. It is a field of endeavor that does not pay well in [state redacted] and is underappreciated.

34-31: Theory is not needed & degree programs have not taught how to be an emergency manager

Control of Entry into Emergency Management and Certification

The next three questions build on the discussion concerning requirements for control of entry into the field of emergency management by seeking the perceptions of emergency management leaders on adequacy of and requirement for emergency management certifications. Question 35 asks the perceptions of emergency management leaders on the adequacy of current emergency management certification programs for ensuring the knowledge, skills, and abilities needed for emergency managers. The mean response for this question was 3.07 (SD=1.00) with the majority of responses (n=19/63.3%) not in agreement. Question 36 asked whether only those

with a professional emergency management certification should be eligible for employment as emergency managers. The mean response for this question was 2.19 (SD=0.90) with the majority (n=27/87%) not in agreement. Question 37 was an open ended question asking respondents for additional comments on questions 35 and 36. There were seven (n=7/22.5%) responses for additional comments. Below are excerpts with common themes with salient points italicized.

37-05: The CEM has far too much *subjectivity*. There are many individuals who have attained a CEM that have *never worked a disaster*, which is a requirement for the certification.

37-10: While certification demonstrates a person's knowledge and abilities as an emergency manager, there are many emergency managers who meet and exceed requirements of a certification program but do not hold the credential.

37-14: Regarding Q36. I think it should be required to maintain employment after an appropriate amount of time. *Not to be hired*.

37-18: Most new hires do not have our certification but are required to obtain it within a short time frame.

37-26: I do believe that someone can be hired as an EM with a window of opportunity to gain the EM certification or credential within a specified time frame.

37-27: *Certifications do not make you good at your job*. They show you have completed certain milestones in your career.

37-32: *CEM is a joke*.

Control of Entry into Emergency Management and Employment

The following series of questions (Q38-42) concerning the perception of emergency management leaders towards university degrees, professional certifications, and practical experience in consideration of employment, promotion, and overall value to an emergency manager. Question 38 asked whether emergency management leaders would give most consideration for initial hiring to: university degree, EM professional certification, or EM

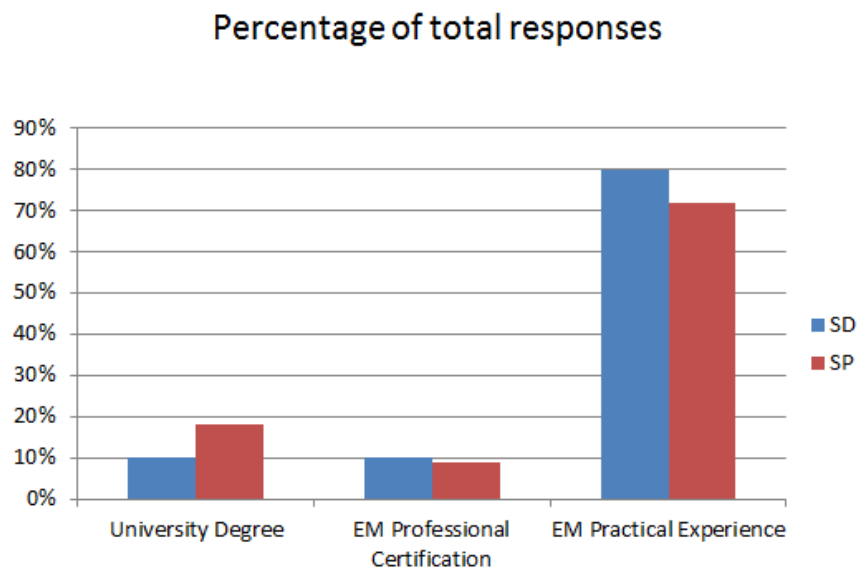
practical experience. The majority of responses (n=24/77.42% were for practical experience. The lowest number of responses (n=4/12.9%) was for consideration given a university degree. Table 16 provides a summary of the data for this question and Figure 11 provides a graphic of the responses of the two groups.

Table 20. Consideration for initial hiring

	1	2	3	TOTAL	SCORE
University Degree	12.90% 4	22.58% 7	64.52% 20	31	1.48
EM Professional Certification	10.00% 3	56.67% 17	33.33% 10	30	1.77
EM Practical Experience	77.42% 24	19.35% 6	3.23% 1	31	2.74

	MINIMUM	MAXIMUM	MEDIAN	MEAN	STANDARD DEVIATION
University Degree	1.00	3.00	3.00	2.52	0.71
EM Professional Certification	1.00	3.00	2.00	2.23	0.62
EM Practical Experience	1.00	3.00	1.00	1.26	0.51

Figure 11. Consideration for initial hiring



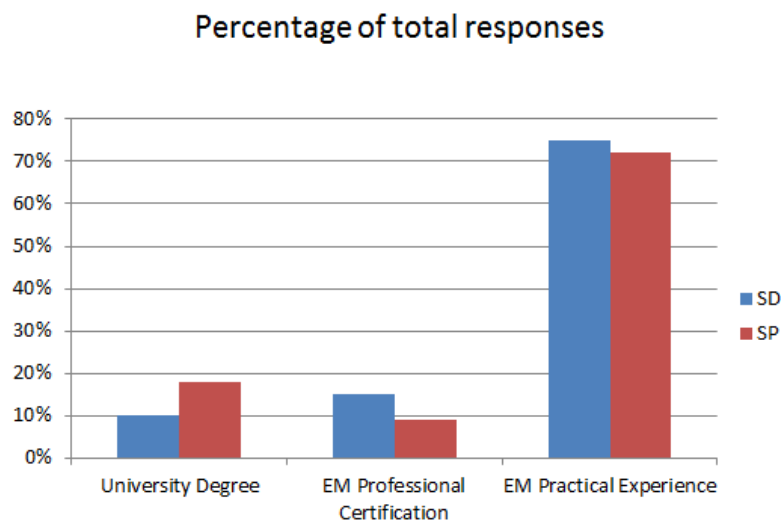
Question 39 asked whether emergency management leaders would give most consideration for promotion to: university degree, EM professional certification, or EM practical experience. The majority of responses (n=23/74.19%) were for practical experience. The lowest number of responses (n=4/12.9%) was for consideration given a university degree. Table 21 provides a summary of the data for this question and Figure 12 provides a graphic of the responses of the two groups.

Table 21. Consideration for promotion

	1	2	3	TOTAL	SCORE
University Degree	12.90% 4	19.35% 6	67.74% 21	31	1.45
EM Professional Certification	13.33% 4	66.67% 20	20.00% 6	30	1.93
EM Practical Experience	74.19% 23	12.90% 4	12.90% 4	31	2.61

	MINIMUM	MAXIMUM	MEDIAN	MEAN	STANDARD DEVIATION
University Degree	1.00	3.00	3.00	2.55	0.71
EM Professional Certification	1.00	3.00	2.00	2.07	0.57
EM Practical Experience	1.00	3.00	1.00	1.39	0.70

Figure 12. Consideration for promotion

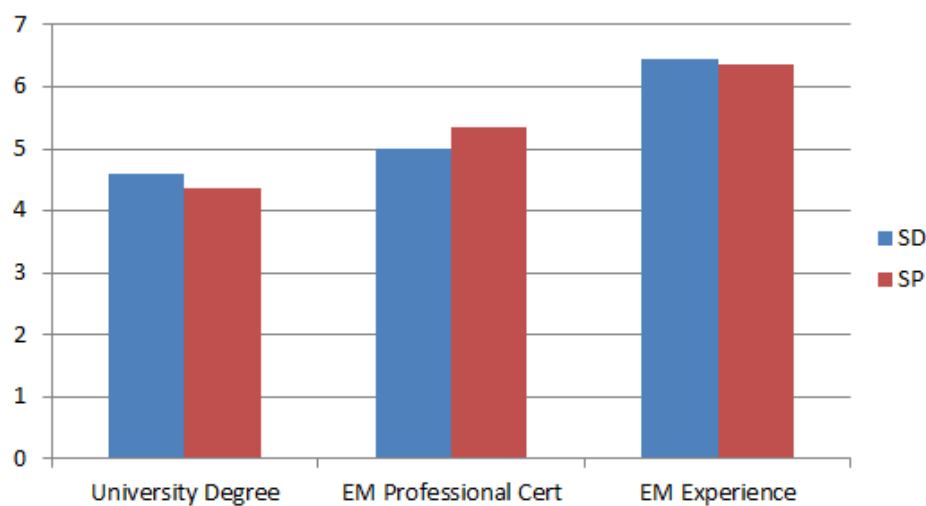


Questions 40 through 42 asked the perception of the overall value of a university degree, professional certification, or experience to an emergency manager. This series of questions was based on a seven point semantic differential scale with one (1) being worthless and seven (7) being precious. The mean for Q40 concerning the value of an emergency management degree is 4.52 (SD=1.13). For Q41 regarding the value of an emergency management professional certification, the mean was 5.13 (SD=1.07), and for Q42 regarding the value of emergency management practical experience, the mean was 6.52 (SD=0.71). A summary of the data for these three questions is in Table 22 and the comparison of responses by group is in Figure 13.

Table 22. Value to an Emergency Manager

Question	Entity	Worthless	2	3	4	5	6	Precious	Mean
EM University Degree	SD	0	1	2	6	7	3	1	4.60
	SP	0	1	1	3	5	1	0	4.36
EM Professional Cert	SD	0	1	0	4	9	5	1	5.00
	SP	0	0	1	1	3	5	1	5.36
EM Experience	SD	0	0	0	0	3	5	12	6.45
	SP	0	0	0	0	1	2	8	6.37

Figure 13. Value to an Emergency Manager



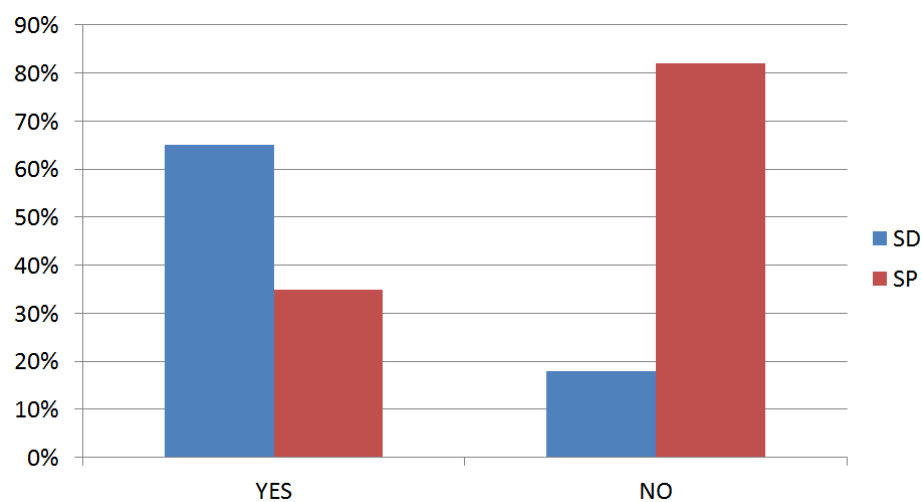
Organizational intentions concerning control of entry

The next series of questions (Q43 – 46) seeks to determine the perceptions of emergency management leaders concerning the possible intentions of their respective organizations to pursue requirements for a university degree for emergency managers. Question 43 asked whether the respondent's organization supports requirements for a university degree for emergency manager positions. This was a dichotomous (yes/no) question with a relatively even split in total (Yes n=15, No n=16, M=1.52/SD=0.50). Table 23 provides a further breakdown of the data based on group affiliation, and Figure 14 provides a graphic by group affiliation.

Table 23. Organizational support for university degree

Entity	Yes	No
State Directors	13	7
State Presidents	2	9

Figure 14. Organizational support for university degree



Also of interest to this topic is also whether there are differences in perspectives between state directors (SD) and state presidents (SP) to questions concerning degree requirements. The null hypothesis (H_0) for this test is there is no difference between in the perceptions of state directors and state presidents regarding a university degree requirement for emergency managers (see Table 24). The p-value is .0233 therefore the null hypothesis can be rejected. Although this appears to be consistent with the visual representation of the data, due to the small sample size and binary data for this particular test at this time, it cannot be proven to be a statistically significant difference.

Table 24. Support for degree requirement

	Results		Marginal Row Totals
	Yes	No	
SD	13	7	20
SP	2	9	11
Marginal Column Totals	15	16	31 (Grand Total)

The Fisher exact test statistic value is 0.0233. The result is significant at $p < .05$.

Question 44 asked those that answered yes to Q42 which type of degree would be required by their organization: any degree, EM related degree, EM degree, or other. The majority of affirmative responses ($n=8/27.59\%$, $M=3.10/SD=1.45$) indicated any degree would be acceptable. In addition, three respondents provided additional comments within the other category.

44-13: We support moving towards a more professional EM. At this point the *degree programs for EM are still new and not sure how standardized they are*. Although we can migrate to more professional standards to hire persons in the future, it would not be prudent to discount those with practical experience and knowledge at this time. Perhaps adding the practical experience into an educational certificate would be important. The Certified Emergency Manager certificate requires practical experience and including elements into an educational program would be beneficial.

44-14: Degree in related field or significant experience

44-30: A degree in a related field - public admin, emergency management, public safety, etc.

Question 45 asked whether the respondent's organization intended to propose requirements for a university degree for emergency manager positions within the next five years. This was a dichotomous (yes/no) question with a majority of responses in the no category (No $n=22$, $M=1.87/SD=0.50$). Table 25 provides a further breakdown of the data based on group affiliation.

Table 25. Organizational intention for university degree

Entity	Yes	No
State Directors	5	13
State Presidents	1	9

Also related to this topic are Q50/51 and Q53/54. These questions asked whether respondents intended to pursue a higher education degree, or the IAEM Certified Emergency Manager (CEM) certification within the next five years. Both of these questions were prefaced with questions that asked if the respondents already held a university degree or CEM. See Figures 15 and 16 for results from Q50 and Q53. When asked whether respondents intended to pursue higher education within the next five years (Q51), the majority of responses ($n=17/77.42\%$, $M=2.61/SD=1.18$) did not indicate intent to pursue higher education within the next five years. The responses were consistent between the two groups (SD/SP). Concerning the

intent to attain a CEM within the next five years (Q54), the majority of responses (n=20/64.52%, M=3.16/SD=1.76) were not in agreement.

Figure 15. Educational Level

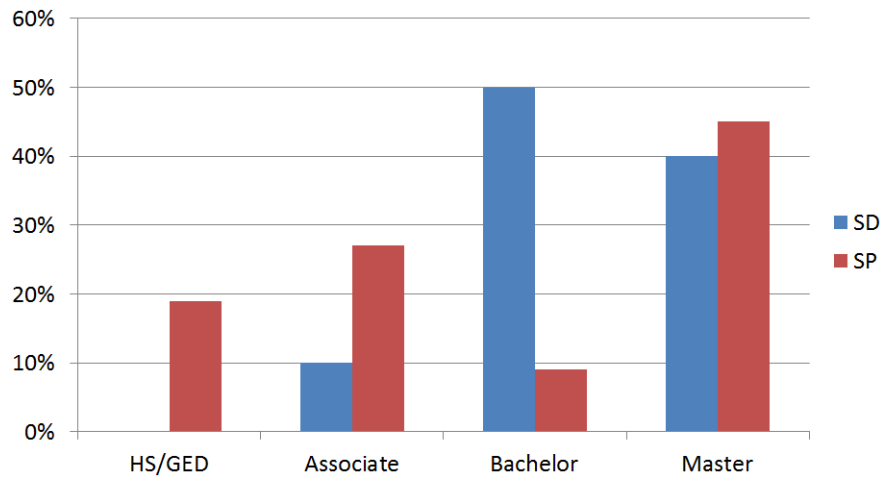
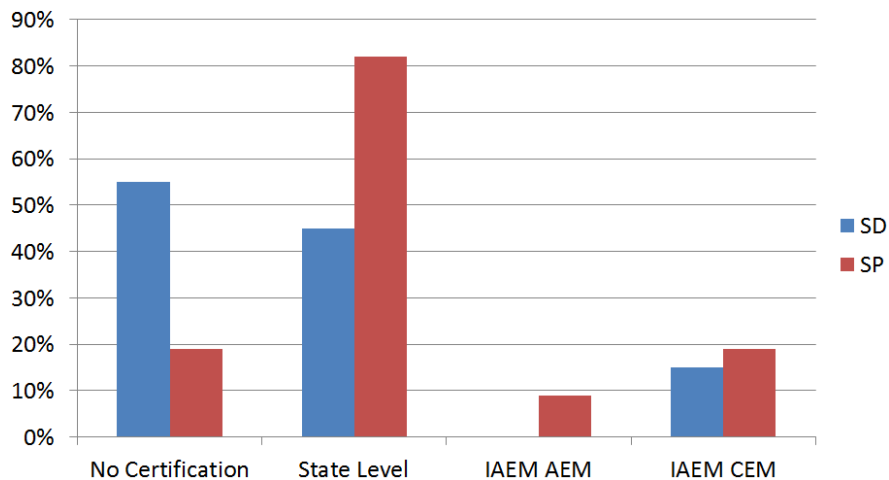


Figure 16. Certifications Held



In order to determine if there is a statistically significant difference in the response to this question between state directors (SD) and state presidents (SP) holding at least a bachelor degree, a Fisher's exact test was conducted. The null hypothesis for this test is (H_0) there is no difference between state directors with degrees and state presidents with degrees. The p-value is .06 therefore the null hypothesis cannot be rejected; indicating there is no difference between

the groups. (Table 26 is the contingency table for this test). Although this p value is much closer to the .05 level of significance, due to the small sample size and binary data for this particular test at this time, it cannot be proven to be a statistically significant difference.

Table 26. University Degree Contingency Table

Results			
	Degree	No-Degree	Marginal Row Totals
SD	18	2	20
SP	6	5	11
Marginal Column Totals	24	7	31 (Grand Total)

The Fisher exact test statistic value is 0.066501. The result is *not* significant at $p < .05$.

The same test was conducted to determine if there was a statistically significant difference between state directors and state presidents with regard to the Certified Emergency Manager (CEM) certification through IAEM. For this test the null hypothesis (H_0) is there is no difference between state directors with CEM certifications and state presidents with CEM certifications. The p-value is 1 therefore the null hypothesis cannot be rejected; indicating there is no difference between the groups. (Table 27 is the contingency table for this test). Here again, the same limitations of the data apply in this test.

Table 27. CEM Contingency Table

Results			
	CEM	No-CEM	Marginal Row Totals
SD	3	17	20
SP	2	11	13
Marginal Column Totals	5	28	33 (Grand Total)

The Fisher exact test statistic value is 1. The result is *not* significant at $p < .05$.

Exclusive Claim to Jurisdiction

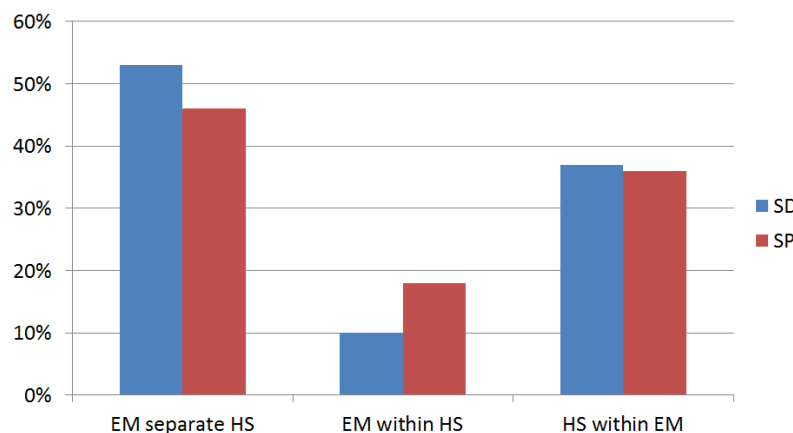
This series of questions sought the perceptions of emergency management leaders concerning an exclusive claim to jurisdiction for emergency management. Question 3 (Q3) asked if the occupation of emergency management is well defined. This was a five point Likert scale question with one being strongly disagree and five being strongly agree. The mean response for this question was 3.19 (SD=0.93), with a slight majority (n=16/51.61% either neutral or disagreeing with the statement, and (n=15/48.39%) being in agreement with the statement. Table 28 provides a breakdown of the data based on group affiliation.

Table 28. Emergency management is well defined

Question	Entity	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Total	Overall Mean
Q3	SD	0	8	4	7	1	n=20	3.05
	SP	0	2	2	7	0	n=11	3.45

Question 4 (Q4) asked emergency management leaders their perception of the relationship between emergency management and homeland security. The largest number of responses (n=14/46.67%, M=1.97/SD=0.98) selected emergency management being a separate occupation from homeland security while the second largest number of responses (n=11/36.67%) selected homeland security as an occupation within emergency management (See Figure 17)

Figure 17. Emergency Management/Homeland Security Relationship



Question 32 (Q32) asked whether there is a clear distinction between university degree programs for emergency management and those for homeland security. The mean response to this question was 2.74 (SD=0.95) with the majority of answers (n=23/74.19%) not being in agreement with the statement. Responses for both groups were consistent.

Additional questions from the survey instrument also provide insight into the discussion of exclusive claim to jurisdiction based on requirements for foundational/abstract knowledge. These include Q3, Q28, Q30, Q31, Q32, and Q33. The aggregate mean for these questions as well as the means for the respective groups of state directors and state presidents are represented in Table 29. In order to determine if there was a significant difference between the state directors and state presidents for responses to the questions grouped for exclusive claim to jurisdiction, a two-tailed Mann-Whitney U test was conducted. The null hypothesis (H_0) for this test is that there is no difference between the responses of the two groups (SD/SP). The U value for this test was 11.5. The critical value of U at $p < .05$ is five (5), therefore the null hypothesis cannot be rejected.

Table 29. Means for questions related to jurisdiction

	Q3	Q28	Q30	Q31	Q32	Q33
Overall Mean/Std.Dev	3.19/0.93	2.90/1.11	2.53/0.88	2.10/0.64	2.74/0.95	3.87/0.61
State Director Mean	3.05	3.19	2.80	2.20	2.95	3.90
State President Mean	3.45	2.80	2.00	1.85	1.90	3.82

In addition to the information derived from the survey instrument, additional data was collected for the question of exclusive claim to jurisdiction through analysis of the College List managed by the Federal Emergency Management Agency (FEMA) Emergency Management Institute (EMI) Higher Education Program. As discussed in Chapter III, one aspect of jurisdictional claim involves the ability to claim academic knowledge and the "...profession's

abstract knowledge to define and solve a certain set of problems” (Abbott, 1988, p. 70). There were 65 bachelor degree programs analyzed for course titles that are common between Emergency Management and Homeland Security programs as well as those within homeland security programs that directly correspond to the emergency management cycle. The five mission areas from the National Preparedness Goal (FEMA, 2015) were used as a basis for this analysis, with emphasis on the four phases of emergency management identified within literature and enumerated in the principles of emergency management. Each of the programs was reviewed to determine if a course offering within one of the mission areas was a core requirement for earning a degree. Keywords for the program titles were Emergency Management and Homeland Security. Of the five programs that did not include either of these in the title, each used the term “emergency” and then a different keyword such as disaster management or planning. Table 30 indicates the percentage of bachelor degree courses that included a core course within one of the five mission areas. Of the programs titled Homeland Security, 100% included prevention as a required course although there was not 100% inclusion of core emergency management courses within the Emergency Management titled programs.

Table 30. Core Course Inclusion in Bachelor Degree Programs

Total (N=65)	Prevention (HS)	Preparedness	Response	Recovery	Mitigation
EM OR HS (n=60)	n = 45/75%	n = 44/73%	n = 32/53%	n = 21/35%	n = 16/27%
EM AND HS (n=12)	n = 10/83%	n = 8/67%	n = 5/42%	n = 3/25%	n = 3/25%
EM Only (n=21)	n = 11/52%	n = 17/81%	n = 16/76%	n = 11/52%	n = 9/43%
HS Only (n=13)	n = 13/100%	n = 8/62%	n = 6/46%	n = 3/23%	n = 1/.08%
Other (n=5)	n =2/40%	n =3/60%	n =2/40%	n =1/20%	n =1/20%

In order to test whether there is a significant difference between bachelor degree programs titled Emergency Management and bachelor degree programs titled Homeland Security

concerning core course content, a two-tailed Mann-Whitney U test was conducted (Table 31). The null hypothesis (H_0) for this test is that there is no difference between the core course requirements of the two groups (EM/HS). The U value for this test was 9. The critical value of U at $p < .05$ is two (2), therefore the result is not significant and the null hypothesis cannot be rejected.

Table 31. Homeland Security/Emergency Management Bachelor course Comparison

	Prevention	Preparedness	Response	Recovery	Mitigation
EM Average	0.52	0.81	0.76	0.52	0.43
HS Average	1.00	0.62	0.46	0.23	0.08

Question 55 (Q55) was the final opportunity for respondents to provide any overall comments they had on the topic of the survey. There were four comments applicable to the research topic, and are included below with salient points italicized.

55-01: In most cases I have found that the privately facilitated CEM & associated process is mutually exclusive of tested and qualified emergency manager. *It's really a paper drill.*

55-05: While my state statutes do not require a degree, the language notes that the individual is selected on the basis of *demonstrated ability* in governmental functions or business administration and general knowledge of contingency planning and disaster preparedness.

55-28: *Any individual component or characteristic* - formal education, certification, practical experience is *not an indicator of professionalism* or success in the field.

55-32: EM education needs an accrediting body that is NOT solely controlled by the EM higher education community. It must be *jointly* controlled by the professional groups.

Demographic data

The majority of respondents were male ($n=26/80.65\%$, $SD=0.40$) with six female emergency management leaders responding, three within each group (State Directors/State Presidents). The majority of respondents ($n=27/93.10\%$, $SD=1.27$) selected white for ethnicity. The greatest number of responses for age group was for 55 and older ($n=14/45.16\%$, $SD=1.00$) and the lowest number of responses ($n=3/9.68\%$) was for the age group of 25-34 (see Figure 18). The highest number of years of experience within emergency management was 10-14 years ($n=10/32.26\%$, $SD=1.32$) (see Figure 19)

Figure 18. Respondent Age Categories

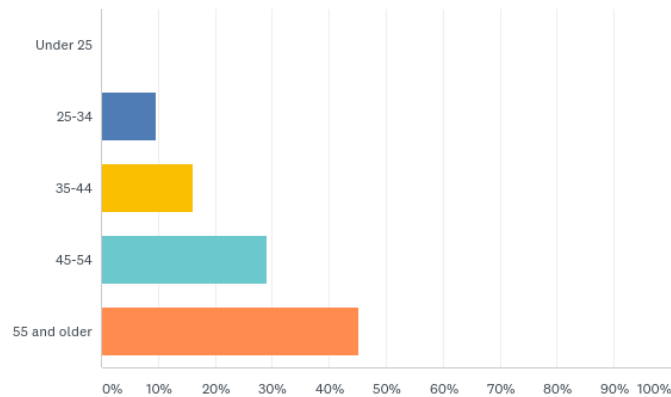
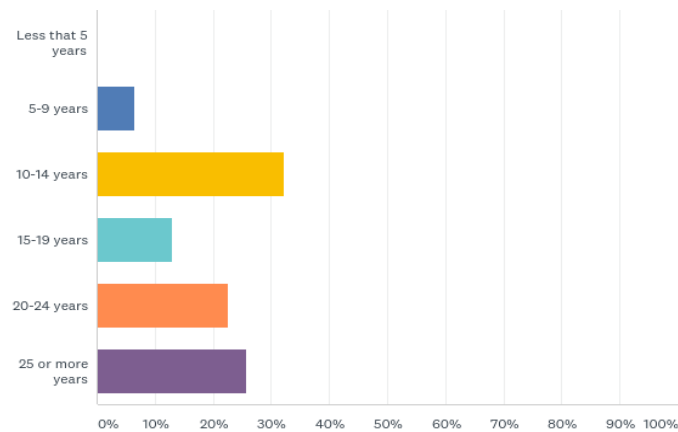


Figure 19. Respondent years' experience in emergency management



Semi-structured Interview Results

The semi-structured interview was conducted with five participants, based on a purposive sample of members from academia as described in Chapter III, to review and comment on the concepts of occupational closure and exclusive claim to jurisdiction as well as an ideal-type model proposed for emergency management. An interview protocol was used for each interview and is available for review in Appendix C. The interviewees were male between 55-70 years of age. Four were from the eastern U.S. and one from western U.S.

The first question posed was to seek comments on the perceptions of the current status of emergency management.

INT-01-01: Emergency management is a real combination of people that have academic credentials and the other end of the spectrum people that have worked their way up through the ranks. *Experiential rather than academic. Not really a bad thing.*

I don't like the term emergency manager. Most accepted definition is routine things within a community that you plan and resource for. What happens is that a lot of people hear that and think more first responder. Should be Hazard and Risk managers. *Risk management is at the key...* providing for risk informed decisions. This is a higher level than a first responder.

INT-01-02: The old school view of emergency management was as a second career or second responsibility. Currently there is a mixture of people that see it that sort of way as opposed to those that see it as its own career. What I'm seeing is a mixture and *not really a model of professional full-time people.*

INT-01-03: We (emergency management) are still having this great fight about what is an emergency manager. Emergency management needs to have *educational component along with experience*. Current state is still a vocation more so than a profession. *Even local EM jobs are not looking for people with higher-ed*, instead they are looking for people with skill sets. I think the current status is in flux where *preference for experience is still at the 85% model*. I envision within next two decades we will get to a point where *you will not get promoted without an education because of the government regulation*

and also, you need education because you are coming into the room to battle for things like budget and resources, against other professionals that have education.

INT-01-04: Defining Emergency Management is tough. I recall back when I worked for [state agency] more than 25 years ago. The initial application for civil service asked *how much experience* do you have in the insurance business, which granted is still a component of EM). My perception, *emergency management has a different meaning to many different users*, from computers to hospitals. My perception of the profession varies with the diverse users and professionals involved. Add to that there is a political component. Just look at the background of the FEMA directors over the years, from Horse Show attorneys to snow plow drivers to criminal justice folks, you know the folks. The profession is currently a *composite of business managers, public service professionals and specialists with SME expertise*, but we have to ask, *is it a profession or a body of actions and activities*: do you play second base for the Astros or are you the biggest fan in Houston? This certainly will generate a discussion.

INT-01-05: It's on the cusp. Is it a discipline, a job, a profession? One problem is we made the term profession too common. Barriers and controls are important. Plumbers have barriers but are not professionals. *We (EM) haven't defined who we are. There's no framework that says what an EM is, what they do, and what are the levels.* I see entry levels as planners, those doing analysis, that sort of thing. Then the coordinator level positions such as small EM offices and small operations. At the higher level I see as managers, as someone at the major city level or higher. We don't have anything that says that. One example is a city EM versus a floodplain manager. Both can call themselves emergency managers.

Currently there are *no barriers to entry*. A secretary for a small jurisdiction does the same thing a full-time EM does only on a smaller scale. We create academic programs without knowing what people need to be taught. We have some basic theories but are still figuring it out.

The research social sciences gives us a unique body of knowledge. We should put more time and effort into the CEM. There are under 2000 CEMs in the world so it is pretty hard to say you need to be a CEM to an employer.

No clear definition of who we are and what we are claiming to be as emergency managers.

The second question asked interviewees to comment on their thoughts concerning occupational control and control of entry into emergency management through the use of a

university credential. This question also prompted for responses concerning the role of training and certification and experience.

INT-02-01: I disagree with the requirement for a university degree. Entry into the field should be some level or basis of understanding on what is involved with EM but not necessarily a degree. Some universities insist on students getting certifications in order to get a feeling for the occupation. *Practical experience is needed to go along with the university credential.* Certification is as good as the certification. I have a perspective from other professional certifications...selling prep courses to get certification and the level of questions reduce the credibility of certifications.

INT-02-02: This is tricky. I am seeing more expectation of that (degree)...in job posts, advertisements. *I still think experience has its place.*

EM is a little different because *emergency managers are boundary spanners*. They have to build *connection between core management and coordination tasks* done during planning and preparation and be able to draw in substantive knowledge from people in other disciplines. The core seems to be moving toward more a professional “it is the career job.” There will always be a place in EM for people that have had careers in substantive disciplines that EM must interact with. *It’s just as valuable to have come through one of those disciplines (fire, EMS, public works, etc.) and have knowledge about EM as it is to have come through EM and have knowledge of those other key disciplines.* There will always be a need for folks to move back and forth. Core planning, response, recovery, the discipline as I think of it, should have perspectives of EM as distributive functions but still a means for folks to come in from those substantive disciplines.

INT-02-03: There are positions within EM where it is important. For a lot of the EM world you don’t need a college education. The county EM is doing stuff at a *basic level* with a high school education and they do a pretty good job. Go up the ladder, *possibly state or federal you need it but not at all levels of EM.*

The biggest problem with certifications is, how do you do it? Before you get onto the fire department you take tests for certain things. There are people that can do really well but can’t take a test. The CEM is the current certificate in EM. I know some very good emergency managers that don’t have a CEM and some very bad emergency managers that do. I think minimum classes and training once you get in the field are important. Our state hires people with no training or experience and tries to train them... not a good program. The CEM should be a later step once people are in the field. States have multi-tiered levels of certification for local and county and these seem to work well.

There has to be a balance when it comes to experience. Emergency management is such a broad field. The experience I need to be a local EM is different than the experience at the county or state level or federal level. Experience is vitally important to what we do. It is one of the fields *you must have experience* but what it looks like is very broad brush due to the nature of the work. I don't know how you properly qualify or quantify it because the *experience depends on the end goal of what that person is doing or going to do*. *Experience and education must carry an equal load* if we are going to be a profession among professionals

INT-02-04: I define this as a degree from an institution that has received accreditation from one of the 6 regional accrediting agencies, such as Northeast States. When we [organization redacted] pay for continuing education, or recognize education as part of a job application it must be from one of these colleges or universities. [University name redacted] is accredited by the Southern Association of Colleges and Schools Commission on Colleges to award bachelor's, master's, educational specialist, and doctoral degrees, so a degree holder would be recognized. Conversely, [University name redacted] also awards degrees in the field you are researching. [University name redacted] is an accredited member of the Distance Education Accrediting Commission (DFAC). [University name redacted] has maintained accreditation since it was initially granted ...and all programs have been reviewed and approved by DE, would not.

For entry into the profession there are a good amount of folks who *require an accredited degree to enter a job, that does not mean they are a member of the profession*. I am not sure you can control work in a profession, however you certainly can in hiring for a specific job. When we require a college degree as defined above, for many of our jobs, it is not because of the technical education they have received, it is because the candidate has demonstrated proficiency by completing a regimented curriculum accredited by one of the agencies listed. If your question is, do you need a college degree to optimally practice EM, yes. If your question is, do you need a college degree to qualify for certain jobs, probably not, you need specific skills.

Professional organizations issue certifications...an individual is optimally qualified to practice in a profession, so YES certification means you can do what you are supposed to be able to do...I support it.

INT-02-05: This has been argued and fought over for years by people that do have (degrees) and don't have (degrees). Every major profession has an academic requirement. I have several certifications that all require university credential for the certification. Part of the problem is typically EMs came from military or emergency services background.

We now have people getting theoretical basis before entry. Many EMs don't even know the social sciences literature is even out there. I remember reading my first Quarantelli

article and thinking this guy gets it. You can't be a profession without the academic component. You can have provisions for people not quite there but need the requirement.

It is not an either or with experience, you need both. When the new group of EMs makes it through it will be wonderful. Challenge for us that have been here for a long time is *how to help the new people coming in with degrees, how do we help them gain experience. I don't see a lot of talk about internships, crafting specific entry level positions.* We've crafted the argument as an either or. Yes we need education but how do we segue them into the profession. The business world saw this a few years ago when they saw MBAs hired right out of college and put in executive positions... and it was a disaster. We can face the same thing here.

The third question concerned the interviewees' thoughts on the ability of emergency management to lay exclusive claim to jurisdiction, and specifically competition from entities such as homeland security or public health. This question was framed in both academic as well as in practice contexts.

INT-03-01: I see these others as somewhat different if looking at EM as day to day. A community EM is in the community doing day to day stuff. Homeland security is entirely different. It's behind the curtain. I think these are separate but EM does become a tool of Homeland Security for what they see as threats and consequences. I also don't think there is a good understanding between the competing disciplines. They do need to be married at the hip but remain separate.

INT-03-02: For academic there are different models within the academy on how EM gets taught. [Universities redacted] are very focused on EM as a distinct discipline. There's a place and a clear sense of what those domains or boundaries are but *I don't have a clear sense that those outside of those entities have that same sense of what EM is.* A different approach is a specialization within other disciplines. EM is a multidisciplinary area of study. Consider a disaster focused course within other academic areas. *It is the breadth across multiple disciplines as opposed to their depth within any single discipline.* Multiple models all have strengths and weaknesses. *The conversation is only 20 years old and evolving. Within the academy I don't think it is accepted as its own discipline.* I don't see many people outside of the EMI world making that distinction. A discipline needs theory, professional associations. Most of the EM research multi-discipline. Much of the education is as a discipline but research still multi-discipline. There are different approaches and much has to do with ideas not fully coalescing. EM hasn't matured but

there are attempts to speed it up through EMI and specifically some of the things [university redacted] is doing. *Not sure there is a consensus and to some extent think it still needs to be "fought out". False consensus is just as bad as conflict. Sometimes conflict although uncomfortable, leads to better outcomes.*

INT-03-03: I 100% believe EM has a very defined role and can lay claim to preparedness, response, mitigation. Homeland security is all over the place. That's one of the areas where we suffer the most. No one, including us, knows who we are. We are the umbrella for coordination.

Problem in academia we have is we still *don't have enough people that know EM teaching EM*. When I talk to students considering an EM degree, whether they choose our program or not, I tell them to look for people with an experience base within the program. Academia is never going to get it until those that are running EM programs realize that dictating to a person that's been doing the job for years by a person with no experience is never going to get you anywhere. *The profession may throw-out higher-ed if higher-ed keeps dictating to them.* There are definitely jurisdictional issues in higher ed for those of us in higher-ed that have figured this out. I've been at the higher-ed conference too many times and heard people ask *what books they need to read to teach EM. This is a serious problem.* I think some people in higher-ed are simply looking at it as a means to make money as it is a growing field.

INT-03-04: This one is easy...EM is not specific to an industry, it is fully encompassing and needs to be. We are back to core skills needed...*how do you think – not what you think.*

INT-03-05: Homeland security...what is it? Define it. We had academic programs before we even knew what it was. Which encompasses which? Is terrorism just another hazard EM needs to deal with or is EM discharging components that homeland security is charged with. EM is more internal homeland security is more external. Homeland security looks at stopping threats.

This is trying to map out something that is amorphous. It's like trying to look at EM only as the natural hazards guys. The hard thing is to change attitudes and mindsets. Our job is to protect the lives of our citizens. *If we stop looking at ourselves as technicians and look at ourselves as managers we can more easily define ourselves.*

This is the big jump we have to make. Emergency managers don't do plans, they don't do response, they don't run exercises. Emergency managers make sure plans, response, mitigation are being done as a collective within the organization. *It is a distributed function and we are the group that brings this together and coordinates it...the big picture people.* If we keep carving out a niche that says were the guys you call if things go bad were technicians and we don't get to sit at the table and make strategic decisions

about where the organization or a jurisdiction is going. Were no longer trusted advisors...we are people you call when you need them like a plumber or a police officer or firefighter. That's part of what we need to do. I don't think we can carve a niche in areas we traditionally think about. Take shelters for instance. We don't do shelters, others do, but we coordinate shelters and bring agencies together. If we are *coordinating planning and coordinating response then we can say this is our area*, this is what we do because *nobody else does that. As long as we look at ourselves based on the tasks we perform we sell ourselves short because someone else can always do those tasks...*and in many cases usually has the responsibility for that.

Question four asked for thoughts on the need for organizational accreditation as a requirement for profession, for emergency management agencies as well as emergency management academic programs.

INT-04-01: I honestly think academic programs need to be accredited. There needs to be basic curriculum across programs. EM goes beyond tactical level. We need courses in management, decision making in uncertainty, long term budgeting and basic systems engineering. Too many undergrad programs are more at the tactical or operational level. *Need to develop a model of how much of each you really need.* There had been a council or something similar through EMI that was to develop recommendations on a curriculum. Not sure what became of that.

INT-04-02: Difficulty is who gets to decide the rules of accreditation. Accreditation is always going to cause tension. In established disciplines it is much easier. For emerging disciplines not so much. In principle it is a good idea and sets a minimum standard. The stickler is not the actual accreditation; it's the process of creating accreditation rules. Also, are you going to accredited every concentration...degree programs...multi-disciplinary programs...Must have an accreditation body that is seen as legitimate. Accreditation must be connected to literature, programs, etc. and provide resources to assist the agencies. There are lots of pitfalls in the implementation of accreditation. Similar to the world of practice, the *real hurdle is lots of box checking*. We are asking things of agencies that are pretty intensive. The reality is that many of these agencies just don't have the staff. The idea is that you are fully professionalized if you have all of these plans and processes. What ends up happening is a lot of box checking. EOP, Yep, box check. All personnel trained in ICS, yep, box check. *No sense of quality or ability to employ those standards.*

For accreditation to work you need a body that has authority and is legitimate and has the resources not only to conduct the accreditation but also to provide assistance. In order for EM to raise the profession up, EM organizations need services to help rise to those standards. A good solid stock of taking stock is equally important to accreditation. If you start accreditation as this idealized type standard, you lose the opportunity to use it as a tool to improve what people are doing. If the ideal type standard is unachievable, if I have a county staff of three people, we are not going to be able to write X plans in three years so why even get started on this thing. Take a long term approach to the enhancement and improvement on how we do EM. Focus on critical skills and abilities that we really need, something achievable, something that will grow people together as opposed to a feather in the cap of New York or California or Florida that have massive staffs. It is simply revalidating entities that have lots of resources rather than improve the overall operation of emergency management in general.

INT-04-03: Yes to both. Yes it is painful. Whether you're the profession or the educational arm teaching the profession there *needs to be accreditation for continuity*. A person in county A gets training and moves to county B and we need to retrain them. This happens all the time. Accreditation fixes that.

Even in higher-ed, there are people that consider homeland security is emergency management. Accreditation can help define what EM is by developing standards and accrediting agencies. Until we get there we *lose some level of credibility, especially in higher education*. If we want to be professional we need to do the same thing.

INT-04-04: Organizational accreditation has taken hold in recent years...health departments are accredited...EM organizations are accredited. I am not sure if this is a result of legal challenges, but *it does allow one to say they are good at what the consensus think is needed in the profession*. I am OK with organizational certification if it is issued by a group that has also been accredited, not just by anyone, or it is self-defeating. Years ago, the non-accredited World Safety Organization was formed and credentialed folks but they fell apart because no one in the field respected or used them. They set their standards below what groups such as NCCA, CESB, American Board of Nursing Specialties, American National Standards Institute accredit. We [organization redacted] don't support credentials unless they are issued by an organization which is accredited by others to issue credentials.

In requiring a university credential, you are saying the skills needed for the emergency management professional are collegiate level, *how to think, not what to do*. This is certainly the case in many levels of jobs within EM, maybe not in others. As a matter of fact we specifically restrict thinking in some EM jobs such as folks who go out and do

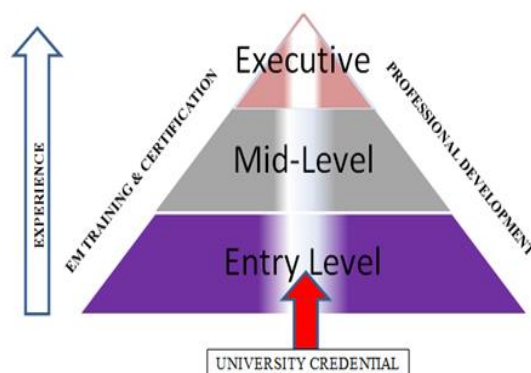
damage assessments ...fill out this form my way! The accredited PhD is the best example here. Everyone who is degreed at this level, no matter what the occupation or field of study, receives a Doctor of Philosophy... the I know how to think degree. I studied Public Health. It doesn't mean I know everything about every disease transmission route, but *I do know how to think about it.*

INT-04-05: It's a good thing. NFPA 1600 is a great start but the problem becomes is that we are packing too much into it. What we are saying is everyone needs to do this. But we need to ask ourselves is does everyone really do this, or can everyone really do this. What we need is to *define what is absolutely essential as opposed to what is everything we possibly could do.*

EMAP is a great program. It helps us with standardization and what our program should look like. The problem is that it's one size fits all regardless of size of jurisdiction. We need to look to parse this out better. Look at how we address based on levels. Large cities tend to dominate planning efforts and requirements but the majority of jurisdictions are actually small jurisdictions without the same capacity or capabilities. Accreditation is good as a baseline standard but *can be a problem if the criteria are so difficult to meet and the jurisdiction is not willing or able to put in the cost or effort.* Need accreditation by levels. Need to *stop the one size fits all.*

Question five presented two ideal type models for the profession of emergency management. Figure 1 was described as Occupational Ideal Type intended to depict the ideal type for an individual entering and progressing through emergency management.

Figure 1. Emergency Management Profession Occupational Ideal Type



Pyramid concept interpreted from <http://www.leapdesign.biz/blog/2015/2/6/design-social-responsibility-ethical-discourse-in-visual-communication-design-practice>

INT-05-01: I don't think the university credential is required for entry level. Possibly an associate degree for that level. Many coming out of High School going into the military, fire, or police and gaining experience. An academic credential is not negative but should not be exclusive. Going in with a basic level of knowledge and then learning from experience. If running the program or at a higher level, academic credential essential.

INT-05-02: I think this is in some ways what you are seeing now, but is shortsighted. Students with master level of education and some experience should be at something above entry level. *University credentials are not created equal.* There are two distinct programs; research based programs and then training based programs that are literally teaching FEMA and state doctrine. Where you are on that scale positions you for a *different type of thinking.* Training type programs are well suited for entry level but those at the upper levels need research analytical degrees with economic, statistical decision making...*strategic and critical thinking*.... This does reflect what's going on now. An EM degree helps you in the entry level but I don't think people see it as a path. *In many places experience trumps the credential and the university degree is not enough to get you hired in many cases.*

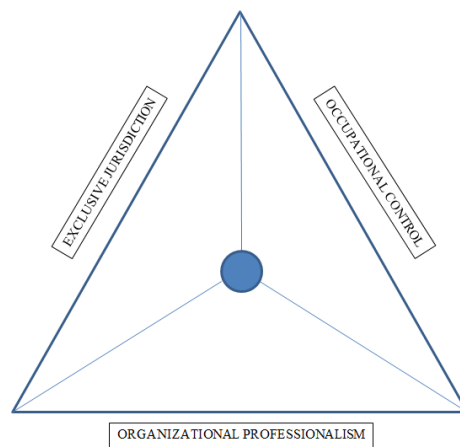
INT-05-03: I'd be hard pressed to say every EM professional needs a university credential to enter the profession. I've spent too much time in too many small towns to believe it is needed. *Most times the experience is more important than the education.* I can study fires all day long but until I put a few out I just don't get it. *I think we are hurting ourselves by requiring it.* There are other professions out there where you can come in with vocational training or something similar. I don't think the university degree is necessary.

INT-05-04: My comment...will an entry level person be required or allowed to think ? This sounds brash, but I guess you need to draw the line somewhere. Personally, *I like the model of certification requiring a degree*...an accredited degree, not a technical proficiency. And then the certification itself, not the degree, is required for certain activities that may be up at the top of your pyramid.

INT-05-05: It makes sense. Gets back to the idea that we haven't defined what we are as EM so it is hard to define. I see the mid-level where most people should be and the executive level being large jurisdictions or state federal organizations. *Currently we don't have a requirement for experience or education to be hired into the mid or executive level. There is a basis of knowledge and then you need a period of time in entry level where you learn your craft*...doing planning, exercises...that sort of thing. Then move up where you are in charge. Progressive professional development is something we don't think about but is exceptionally important.

Figure 3 was described as the Profession Ideal Type, intended to depict the ideal type for the overall profession of emergency management. In this type, occupational control refers to the profession establishing the minimum requirements for entry into the field (university credential), establishing requirements for organizational professionalism (accreditation), and establishing exclusive claim to jurisdiction (EM being distinctive from other occupations/disciplines such as homeland security, public health, etc.)

Figure 3. Emergency Management Profession Ideal Type



Triangle concept interpreted from Rubin (2012, p. 179)

INT-05-01: People holding EM jobs versus people “doing” emergency management.

Not too sure that a full four year degree is required but it doesn’t hurt. IAEM says any field is acceptable and that’s not such a bad idea. Do they need to have the degree to enter? Perhaps, but another option could be taking courses as they are on the job and then tailoring their studies to what they need on the job.

Does it need to have all of these three things? Accreditation is essential...EMAP is essential. Lots pf people running government don’t have a clue what EM is and don’t appreciate the resources required to provide the services to the people they serve. Accreditation is a great way to bring to light this information to elected and appointed offices. *Accreditation creates leverage to get respect needed for Emergency Management.* If it’s going to be a profession needs to have it. Part of accreditation is respect for the people doing EM and accepting that they know what they are doing. All

three of these are tied together. Talk to a county manager and ask what EM is. Some will say it is basically coordinating the fire department at fires or floods, etc. That's not a profession.

INT-05-02: What it looks like right now, the professional version is the idea that standards are rising...that version has grown tremendously. Exclusive jurisdiction is very difficult. Emergency managers spend a huge amount of time on more of a coordinated function. *Good EMs are similar to good project managers.* They manage data flow, information flow, connections between people. It is hard to establish singular jurisdiction when EM is the interaction of all agency concerns. It's hard to see that element as necessary... hard to see that emergency management is the only ones that can do that. Emergency managers have their hands in other people's jurisdictions all the time. *They are boundary spanners. Drawing the connections across jurisdictions and between jurisdictions in the substantive area of hazards and risks but not exclusive control of any jurisdiction... they're weaving the thread between other people's elements.* It's a difficult concept...I think I could be influenced easily on this.

INT-05-03: If we are going to be professional we need standards. There has to be checks and balances. The model helps to define and make what we do more professional.

INT-05-04: I have to think that with the restriction of practice there has to be some negatives. Look at it this way, none of the original astronauts were aerospace engineers but all had qualities that allowed them to succeed in space. When you restrict versus propagate practice there is generally trouble. Right now we are trying to expand medical care, especially in rural areas to reduce morbidity and mortality...who do you think the biggest opponents of the move are, the American Dental Association...job protection. Notably, AMA is not an opponent of providing care by folks who are good at what they do, but not necessarily MD/RNP etc. I like their model...it helps the users as well as the credentialed folks in the long run. Short story... *don't think like a dentist!*

INT-05-05: I think I can agree with this. Barrier to entry is key. Body of specialized knowledge, exclusive jurisdiction, different from what everyone else does. This is also key. We haven't done a good job of defining based on this body of knowledge but rather by the tasks we perform. For too long *we've allowed ourselves to be defined by the tasks we perform or the tasks that are performed during disasters* and I think this is our weakest area. Still haven't really mapped out what we do that makes us unique and why we are the only ones that can do this. Attitude that if you come from certain backgrounds, military, fire, law enforcement...you can step right in and do the job. That it's just basic management or you don't have to even know about emergency management, you can bring in technicians for all of that. Until we say this is why we are unique...this is what makes an emergency manager different from any other profession...that's our weakest area.

If you are going to be a profession you must have standards for the program.

Lastly, question six asked if the interviewee desired to provide any thoughts on anything discussed during the interview, or additional thoughts related to the topic of emergency management profession.

INT-06-01: Courses on statistics, budgeting ... can be the most useful to an emergency manager. How you actually manage an organization. Learn from the bottom up. Working your way through and understanding your organization as well as your strengths, your weaknesses, your limits.

INT-06-02: I think there are several models or approaches emerging. In my mind it is important to recognize and deal with that reality. *There is a kind of a cultural obsession with unity.* That somehow we can get everyone to agree...everyone must agree, everyone must be on the same page; we're all going to have the same notion of things. *My experience within the academy is that we don't have agreement.* Even within sub views and sub perspectives. Some operate from this theoretical realm, some from that theoretical realm. One of the challenges is that EM borrows a lot from other disciplines. Theories and concepts critical to EM have been borrowed from other disciplinary homes. I have not seen a lot emerge that is unique to EM, with maybe the exception of the EM cycle. Unlike other disciplines where you have fundamental underlying theoretical approaches to the world or to that thing, *EM has stayed more in the "middle-range" or toward more applied problems and is comfortable borrowing theoretical material from other disciplines.* Problem is finding that critical mass.

INT-06-03: This is still groundbreaking. What we're discussing is only 30 years old... and starting to be seen as a profession after 9/11 and feeling the need for professionalism after Katrina. There must be a gatekeeper...keep this moving forward. There are a lot of things that hurt us... *we don't even own our own name.* Until we find the proper gatekeeper it is hard to call yourself a profession and garner the respect a profession deserves. One thing that hurts us is there are way too many programs in higher-ed. Without accreditation you can slap that label onto a program... there are people out there with degrees that do not have a clue.

INT-06-04: Take it from a guy who has three accredited degrees, and four accredited certifications...they are nice, and fit somewhere, but the best work I do and have been recognized for doesn't have a lot to do with the specific credential, but the ability to

perform at a specific level, so I guess I am advocating for *credentials requiring degrees – not occupations*.

INT-06-05: We are a victim of ourselves. Get 10 EMs in the room and ask them what is an EM we get 10 different answers...we have no consensus. We have a comfort zone with response. We bring people in from response disciplines, or we progress within the response disciplines. We are comfortable with response, comfortable with planning and with exercises, etc. We speak the same language...been there, have similar experiences, were very comfortable. Talk about mitigation and land use, political fallout, strategies... completely different set of actors, dealing with community groups, public opinion, were very uncomfortable with this. We have to take a step back and say if we are addressing all phases of EM *we need to think of ourselves in this overarching term of managers, focusing on the big picture*. Not technicians that know when the floods come...how to open the shelters...know where the evacuation maps are...Its all-important but if you are saying you're unique and of value to the community you have to go beyond things that anyone else can be doing, police, fire, public works. We bring everyone together. We're trained in facilitation, negotiation, in conflict resolution, this makes us different. This adds power to our argument. Helps to move us out of other departments where someone else does the talking and *allows us to become the trusted advisor to senior elected and appointed officials*.

The information derived from the open ended questions that were part of the survey instrument as well as the information derived from the semi-structured interviews were initially 'in vivo' coded with subsequent assembly into themes and concepts associated with occupational closure, i.e., experience, certification/qualification, and university credential. The majority of responses indicate a need for experience and some means for ensuring an emergency manager is qualified, but not necessarily through a requirement for a university credential. In other words, the majority of respondents would be categorized as being *somewhat supportive* of the key aspects of occupational control identified for this study. Table 32 summarizes the themes derived from this information.

Table 32. Levels of Support for Occupational Control

OCCUPATIONAL CONTROL			
Level of Support	Experience	Certification/Qualification	University Credential
Fully Supportive of Occupational Control	Experience is an integral and necessary component	Certification/position qualification as an integrated and necessary component	Required for entry to ensure baseline knowledge
Somewhat supportive of Occupational Control	Experience is an integral and necessary component	As a means to certify emergency managers as a requirement to hold the position	Required at some point in the career path but not for entry
Not supportive of Occupational Control	Experience is the most important component	Not required	Not required

In addition, respondents also provided responses to open ended survey questions and interview questions seeking their perceptions of the current status of emergency management based on the criteria established for occupational closure and represented in Figure 3 as the Emergency Management Profession Ideal Type. The majority of responses indicate a perception that there is an inconsistent application of entry standards and controls, an ill-defined jurisdiction for emergency management that is conflated with that of homeland security, and a lack of clear standards for accreditation of emergency management academic and practicing institutions. In other words, respondents perceive the status of emergency management is between an occupation and a semi-profession (Table 33).

Table 33. Status of Emergency Management Profession

OCCUPATIONAL CLOSURE			
Status	Occupational Control	Exclusive Jurisdiction	Org. Professionalism
Profession	Universal means to control entry into the occupation established	Clearly defined and uncontested jurisdiction	Accredited academic and practicing entities
Semi-Profession	Inconsistent application of standardized means to control entry into the occupation established	Unclear but uncontested jurisdiction	Consensus standards defined; Voluntary accreditation of academic and practicing entities
Occupation	No standardized means to control entry into the occupation established	Unclear and contested jurisdiction	No universal consensus on standards or requirement for accreditation of academic and practicing entities

The findings presented in this chapter represented responses from state level emergency management agency leaders and state level emergency management professional association leaders intended to explore the current status of the profession of emergency management as well as the perceptions of these leaders in furthering the profession based on established criteria for occupational closure; control of entry into the occupation and exclusive claim to jurisdiction. The following chapter provides for interpretation and analysis of the results of this research as well as assimilation of information described previously. This interpretation, analysis and assimilation will provide a clearer understanding of the current status of the profession of emergency management as well as information to help guide emergency management in the furtherance of this endeavor.

CHAPTER V

DISCUSSION

In the introduction of this research as well as throughout this paper it has been identified that there is a notion that emergency management is a profession. This comes primarily from anecdotal statements made from leaders within the emergency management community. Drabek (1991) described emergency management as "...the discipline and profession of applying science, technology, planning, and management to deal with extreme events..." (p. vxii). Although there is limited research to substantiate the claims of profession for emergency management, several scholars have studied this question. Wilson (2000) stated that emergency management was trending toward becoming a profession and also indicated this trend was due to pursuit of characteristics such as self-regulation and exclusiveness. Cwiak (2009) also researched this question, considering aspects of power and self-control. Cwiak (2009) reached a similar conclusion to that of Wilson in that emergency management had not yet achieved status as a profession.

This current study considered the perceptions of emergency management leaders concerning aspects of occupational closure required to further the status of emergency management as a profession, including control of entry into the occupation and exclusive claim to jurisdiction. In addition, this study sought to determine whether these perceptions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management. This chapter focuses on five main sections; status as a profession, control of entry, claim of jurisdiction, champions and gatekeepers, and ideal type models for the profession of emergency management. A common theme that is revealed by the research and discussed throughout each of these sections is the lack of a clear and shared understanding of

what emergency management is and what emergency managers do. Recognizing and understanding this overarching theme is essential to understanding the central research question associated with this study as well as the implications, recommendations, and conclusions presented.

Status as a Profession

Cwiak (2009) stated that in the ten years between Wilson's (2000) dissertation and Cwiak's research, there had been no other research to substantially dispute the conclusions reached by Wilson that emergency management was an emerging profession. Cwiak's (2009) own research stated that "... almost half of the participants referred to emergency management being some type of profession..." (p. 104). The question of the status of the profession of emergency management was posed in this current research to state emergency management directors and state emergency management professional association presidents through a survey instrument as well as via interview to select emergency management leaders with academic and professional expertise. The majority of the survey respondents (nearly 60%) identified emergency management as an emerging profession with comments such as it is "on the cusp" of becoming a profession. The comments from the current study are consistent with those derived from Cwiak's (2009) earlier research.

While the majority of survey respondents indicated emergency management was an emerging profession, a higher percentage of state association presidents indicated that emergency management was already a profession. This is an important distinction and yields information important for progressing as a profession. Abbott (1988; see also Chatterjee & Stevenson, 2008) discusses three audiences where exclusive claim to jurisdiction must resonate: workplace, public,

and legal. The first audience, workplace is the easiest audience for making such claims as these can be internalized views that may be accepted even if unsubstantiated. Wilensky (1964) also noted that many occupations will assert a claim to professional status that is recognized only by those making the claim. There can be risk associated with accepting unsubstantiated claims concerning status as a profession. Dingwall (2008) states that these claims to professional status are based on conceptions of the social structure of society and the relative placing of occupations within that structure (p. 20). One risk to an emerging profession is that those that have self-proclaimed professional status may withdraw from pursuit of the fundamental aspects needed for external recognition and legitimacy as a profession, and can weaken the overall claim to status as a profession (Abbott, 1981, 1988; Dingwall, 2008). In addition, without this external recognition, a potential consequence is that emergency managers will not have the balanced power relationships with other professionals, e.g., other public managers.

Cwiak (2009) also sought perceptions on the satisfaction with the current status of emergency management, indicating that there was not a high degree of satisfaction among emergency managers with the current status. Similarly, this current research indicates that there continues to be dissatisfaction among emergency managers with over two thirds of respondents indicating they are not satisfied with the current status but these respondents also felt that the status as a profession was improving. Cwiak (2009) also explored the issue of external recognition as it related to the relationship of emergency management to the legislative community, indicating there was not a good understanding of emergency management programs within this community. Within the context of external recognition as a profession, there does seem to be some degree of improvement in how emergency managers perceive others see them as a profession. The current research indicates that emergency managers perceive external

entities such as other public managers and elected officials viewed emergency managers as professional. Here again, if this perception is unsubstantiated, there is risk that foundational aspects of achieving status as a profession may erode.

Also of importance to this research is the question of improving the status of the profession of emergency management. Most of the surveyed emergency managers felt that emergency management has the capability and capacity to improve its status as a profession. Of particular interest is who they believe has the most influence on, and success in furthering this endeavor. While there is not strong agreement across the categories, colleges/universities and professional organizations such as IAEM and NEMA ranked lower than state government regarding their influence on improving the status of emergency management as a profession. The purposive population for this survey was state association presidents and state emergency management agency directors, and as such, this could bias their responses to this question. Regardless of the potential bias, the response that government would have the most influence on furthering the status of the profession of emergency management is consistent with literature on this topic, whereas the legal audience, consisting of elected and appointed officials, is the only ones that can provide for the policy and legal provisions needed for exclusion and closure. This is also an important distinction as there is much emphasis on furtherance of the profession within the Higher Education Program at the Emergency Management Institute as well as through IAEM sub-committees. While these entities can advocate for the policy and legislative aspects of closure, only the legal audience can actually provide these protections.

Considering Cwiak's (2009) comments regarding consistency between perceptions of status between 2000 and 2009, it would appear there are also no substantial differences in the perception of the status of the profession of emergency management between 2009 and 2017.

Emergency management continues to be perceived by those from within as an emerging profession. The balance of this chapter will discuss some of the reasons why this perception persists.

Control of Entry

Occupational closure and specifically control of entry into the profession and exclusive claim to jurisdiction are key to claiming status as a profession. Freidson (1988), in discussing an occupation remaining open, states "... what good is it to be a licensed therapist if anyone, regardless of license, can also provide therapy." (p. 69). This can also be said concerning the lack of occupational closure and control over entry into emergency management, e.g., what good is it to have an emergency management degree or emergency management certification if anyone, regardless of education, can also work as an emergency manager. Many of the comments concerning control of entry involve training and certification versus education (university degree) versus emergency management experience, but the indication is that much of this relates more to jobs or tasks within emergency management as opposed to the profession of emergency management. This is an important distinction that has been discussed elsewhere in this research and also commented on by survey respondents and interviewees. As noted by scholars, a profession is comprised of an abstract knowledge base that allows for the identification and solving of defined problems through a defined set of tasks. The survey responses and the interviewees comments suggest that there is an understanding that requirements for jobs and tasks are different from requirements of a profession and that this is not an either/or discussion and there must be some sort of blend between all three (education, training/certification, experience) in order to have a profession. The issue seems to come down to when and how these are accomplished. There were also comments concerning voluntary compliance or phasing-in of

requirements for control of entry. Each of these has challenges to achieving status as a profession. Voluntary attainment of a credential intended for control of entry is seen by scholars as something that jeopardizes efforts for professional status. First, if it is voluntary it indicates that the requirement is not accepted or embraced within the three audiences needed for recognition as a profession (workplace, public, legal) (Abbott, 1988). Second, if it is voluntary it does not create the monopolistic requirements that are the basis for closure as anyone can still attain a position of emergency manager without meeting the compliance requirement. Lastly, when compliance is voluntary or phased-in it can create friction and internal conflict between those attaining the requirement and those continuing to gain entry or progress within the occupation under old rules (Wilensky, 1964).

As stated previously, there is no consensus among the participants of this research that a university credential should be a requirement for entry into the occupation of emergency management. When asked specifically whether the respondent's organization supports a university degree requirement for emergency managers, a simple majority (51.61%) responded no. Of interest is the difference between state directors and state association presidents in this regard. The majority of state directors (61.90%) responded that their organizations do support this requirement, while only 18% of state association presidents responded that their organizations support this requirement. Also of interest to this discussion are the responses to whether respondent's organization intended to propose requirements for a university degree for emergency management positions within the next five years. In this case, there was agreement with a large percentage responding that their organizations did not have any intention to propose such requirements. Due to the small sample size and other factors, these responses cannot be seen as statistically conclusive but do provide an indication that there may be differences in

attitudes toward this important issue. This is also a potentially important finding as it provides a potential indicator that the focus of effort for furthering the status of emergency management may have to be shifted from the current internal audience, consisting of the Higher Education community and IAEM, to the external policy/legal audience described previously.

With regard to the value and efficacy of current emergency management university degrees, many of the comments suggest a disconnect between the academic and practicing communities with practitioners indicating poor performance from degree holders and limited value of a university degree when entering emergency management. Many indicate previous experience in emergency services or the military as more beneficial than a university credential. There does appear to be some level of consensus that a university credential would be of benefit at some point, specifically at the executive level, but not at the entry level. The adoption of a requirement for a university credential is important to emergency management as it pursues status as a profession as it relates to occupational closure. There has to be some means to control who can practice emergency management in order for it to be a profession. One could argue that an entry examination following a course of training would be adequate to meet this requirement. As discussed previously, there are numerous occupations that use this tactic to exercise control over entry. This type of practice for occupational closure currently involves one in four workers in the United States, ranging from occupations such as beauticians, pet groomers, and plumbers as well as emergency medical technicians (EMT), dental hygienists, and funeral directors (Taylor, 2017). The practice of using something in lieu of an academic credential, such as certification or licensure without a requirement for a university degree, has been a common practice of the semi-professions, as discussed previously. The main difference is in something stated by Drabek (1987) and echoed by scholars throughout the study of professions: it is not in

what they think, but rather in how they think that is the attribute that separates professions from other jobs and occupations. This is the essence of this discussion as while a rudimentary course of instruction and examination can certainly measure knowledge on a particular topic, or range of topics, it does not provide the basis for critical thinking needed to solve complex problems. Dingwall (2008) expressed a concept that professions bring order to complex and disorderly problems. This order comes through having a comprehensive knowledge of the theories and concepts that shape the problem in order to properly diagnose and develop solutions as opposed to simply having an understanding of implementing complex tasks associated with solving the problem. This concept is supported in statements from scholars (Abbott (1988; Goode, 1970; Larson, 1977) concerning the differences between occupational licensure and professions' use of knowledge systems governed by abstractions as a means for solving problems. Even within the current research, respondents do not agree that current certification programs are adequate to ensure the knowledge, skills, and abilities of emergency managers, or that it should be a requirement for entry into the occupation.

This issue of value and relevance of a university credential is also an important issue when considering it as a means for control of entry. When asked whether a university credential, an emergency management professional certification, or practical experience would be given the most consideration for initial hiring, the majority of respondents stated that experience would be given the most consideration. Comments concerning the university credential indicate there is not a high level of credibility among practitioners due to lack of standardization across degree programs as well as the perceived lack of practical skills possessed by degree holders. The issue of the degree translating into practical skills was discussed previously, with some scholars indicating there is no relation between the formal education received through the university and

work performance upon entry into the occupation. This goes back to the previous discussion concerning critical thinking. The value of the university credential should be the development of a broad base of knowledge in theories and concepts, as well as critical thinking skills within the recipient as they progressed through the course work to attain the credential. With regard to the ability to bring order from complex and disordered problems, Good (1970, as cited by Larson, 1977, p.230) sums it up when stating, "...society demands that all available knowledge be mustered for crisis, or at least be on call." The question then becomes whether everyone that works in emergency management needs this level of knowledge. The question is answered by where they work within the emergency management system and the role they perform. As mentioned previously, the executive and those that perform the central work of the profession must be members of the profession (Freidson, 2001). Interview responses in Chapter IV (02-13, 03-05, 05-02, 05-05, 06-05) discussed the need for distinction between the tasks associated with emergency management and the essence of the profession of emergency management, suggesting that emergency management has allowed itself to be defined by the tasks performed during disasters as opposed to defining what makes emergency management and emergency managers unique. This is a critical concern for the discussion of control of entry via university credential as the career path to the executive position must be through those positions that perform the central work, and those that perform the central work need to possess a university credential in order to enter into the profession.

Concerning this issue, there seems to be incongruence between respondents' perceptions of the need and value of foundational knowledge versus the need and value of a university credential. While an overwhelming majority of survey respondents indicated that foundational knowledge and relevant theories as well as a standardized curriculum were important, an

overwhelming majority also indicated that current degree programs were inadequate in providing this to emergency management although these programs did advance the claim of emergency management as a profession. Comments from respondents and interviewees indicate a perception that the academic credential has limited value and utility as a means of ensuring knowledge upon entry or for career progression within emergency management. This is a serious concern and provides insight into a potential area for focus of effort in advancing the status of emergency management. In the semi-structured interview section of Chapter IV (INT-05, INT-05) interviewees provided responses concerning accreditation of emergency management degree programs. Their responses were primarily twofold: concern over quality and content of the curriculum, and not having a shared sense of what defines emergency management. There are numerous comments concerning the perception of the quality of emergency management degree programs, but one important perception concerns the teaching faculty and their academic and/or practice background concerning emergency management. Although emergency management is an emerging academic discipline, it has to ensure that one of its primary areas of focus is on being a ‘producer of producers’, in that it educates those that enter the profession but also ensures it is educating those that are or will be teaching within the profession, e.g., university professors are from the profession (Larson, 1977). If this is not the case, a critical aspect of closure, as required for status as a profession, will be missing.

The content of academic programs is something that will be discussed later in this chapter concerning exclusive jurisdiction, but in order to be recognized as a profession there has to be a clear distinction of what is and is not part of emergency management. The data collected here indicate this has not yet occurred within emergency management. Although there may be some agreement within certain sectors of the enterprise, such as the EMI Higher Education

community, it does not appear to be universally accepted. Some of this is due to the perception that emergency management is ill defined and to some extent, the rapid expansion of degree programs put the ‘cart before the horse’ and exacerbated the problem of not being able to provide relevant and standardized education. In other words, how can we teach it when we cannot define it. This in turn promotes the notion that there is no value in requiring a university credential in emergency management as a means to control entry.

The second concern involves the credibility of the accrediting body. Here again, this is an important discussion as the emergency management community is currently exploring options to accredit emergency management academic programs. There appears to be support for accrediting emergency management degree programs but there are concerns expressed as to who does the accrediting and what they are accrediting, i.e., concentrations, stand-alone emergency management degree programs, inter-disciplinary programs, etc. The former relates to the legitimacy of the accrediting body, and ultimately the legitimacy of the accredited degree. Emergency management degree accreditation, to include the accrediting body and process of accreditation, cannot be seen as legitimate only by those within the emergency management community. The issue starts with a question posed by one interviewee; “...who gets to decide the rules of accreditation?” Because emergency management is also an emerging academic discipline there is not consensus concerning accreditation. Although the FEMA Higher Education community has developed draft standards for accreditation, the focus group is comprised of potential accrediting bodies from within the emergency management community, such as the Council for the Accreditation of Emergency Management Higher Education (CAEME) (FEMA, 2015a). As one interviewee stated, those outside of the FEMA Higher Education community may not have the same sense of what emergency management is and do

not actually recognize emergency management as an academic discipline. This is related to previous discussions concerning the audiences that must recognize emergency management as a profession. If the external audiences such as other academic disciplines and emergency management employers do not see the accreditation as legitimate, it will likely not serve its intended purpose of furthering the status of emergency management as a profession.

Lastly, an area of concern from the survey responses was that an overwhelming majority of respondents indicated their organizations would not require a university credential for initial employment in the next five years. Although emergency management is a relatively new endeavor, the need for university credentials for emergency managers has been promoted by many scholars for over 20 years. It does not appear though that the requirement for a degree as a means to control who can say they are an emergency manager has gained traction during this period. Even comments from interviewees that were selected based on their expertise within this topic area are not fully supportive of a requirement for an academic credential as a means to enter emergency management at this time. Here again, this appears to relate to the inability to clearly define what emergency management does and who emergency managers are. Without this clarity, requiring a degree at this point may be fruitless as it does not adequately provide the foundational knowledge that is supposed to be the basis for the requirement. This is further supported by the respondents to this study that perceive the foundational knowledge of emergency management is not yet fully defined and embraced by the greater emergency management community.

Exclusive claim to jurisdiction

As mentioned previously, the executive and those that perform the central work must be members of the profession (Freidson, 2001), but the question of what constitutes the central work of emergency management is not yet defined. The issue of an exclusive claim to jurisdiction is important to the determination of status as a profession but more importantly to this study, is important to the current sense of identity of emergency management. Scholars within the study of professions identified this attribute as being essential to being a profession. The current research indicates that emergency management is not much further along in this endeavor than it was when Wilson (2000) explored this issue 17 years ago.

A profession has command over a distinct set of problems and tasks and creates a system that provides knowledge supporting the profession, identifies problems this knowledge is intended to solve, and identifies the tasks needed to solve these problems (Abbott, 1988). In order to be a profession it should be obvious what is and is not included in this. The current research indicates there is not a strong consensus that emergency management is well defined as an occupation or as an academic discipline and without this, it cannot further its claim to status as a profession. Much of this lack of consensus involves the perceptions of individuals as to what emergency management is versus what it does. One interviewee's comments sum-up some of this frustration, "as long as we look at ourselves based on the tasks we perform we sell ourselves short because someone else can always do those tasks." The inability of emergency management to clearly define itself and distinguish itself from competitors is a major obstacle to furthering the status of emergency management as a profession. Exclusive jurisdiction based on a knowledge system is what allows it to define the problems and tasks that bind the profession to the actual work it accomplishes and prevents external entities from encroachment upon that profession.

As discussed in Chapter II, Abbott (1988) described circumstances where new tasks appear due to external forces, and competition can ensue within professions or emerging professions over claims of jurisdiction. The emergence of homeland security starting in the mid-1990s following the enactment of the Nunn-Lugar-Domenici Act with further expansion following the terrorist attacks of September 11 2001 is an example of this. Although there are perceptions of emergency management's role with respect to homeland security, there is not a perception of exclusive claim to jurisdiction among respondents and interviewees. This is true for the practice of emergency management as well as the academic discipline of emergency management. The research into academic programs identifies significant overlaps between programs related to emergency management and homeland security. One of the main concepts of jurisdiction and promotion of exclusive jurisdictional claims is that these are based on "...the strength of the occupation's abstract knowledge system to identify, define, and provide solutions to a set of unique problems" (Abbott, 1988, p. 70). The overlaps between academic programs are an indicator that this aspect of jurisdiction is not readily apparent.

Another aspect of jurisdiction is its claim to titles and terms. While it was noted previously that the position title of emergency manager continues to be used outside of this context, the term of emergency management is also relevant to this discussion. Wilensky (1964) identified familiar sounding or common vocabulary as being a potential threat to exclusive claim to jurisdiction. When considering an exclusive claim to jurisdiction, in other words, emergency management being separate and distinct from homeland security, vocabulary can be important. The research indicated there is a common vocabulary between these two entities related to homeland security and emergency management university degree programs and in some cases, there appears to be a co-opting of vocabulary previously used in emergency management now

represented primarily within the purview of homeland security. As an example, the phases of emergency management (prepare, mitigate, respond, recover) are now the homeland security core mission areas (prevent, protect, mitigate, respond, recover). Even the term ‘emergency management’ appears to be marginalized within national level documents such as the five national frameworks. In each of these, the term ‘homeland security’ is used much more frequently than the term ‘emergency management’ (Table 34).

Table 34. Frequency of Terms

DOCUMENT	HOMELAND SECURITY	EMERGENCY MANAGEMENT
National Prevention Framework	62 instances	3 instances
National Protection Framework	20 instances	2 instances
National Response Framework	37 instances	35 instances
National Mitigation Framework	13 instances	3 instances
National Recovery Framework	12 instances	12 instances
National Preparedness Goal	3 instances	1 instance
National Incident Management System	12 instances	24 instances
National Planning System	5 instances	2 instances

While it is clear there is not a perception of exclusive claim to jurisdiction, what is less clear is how to achieve this claim. The emergence of homeland security following the terrorist attacks of 2001 certainly clouded the issue of jurisdiction for emergency management, primarily due to the rapid expansion with the creation of the U.S. Department of Homeland Security (DHS). Abbott (1988) discusses a dilution effect that can occur when there is a rapid expansion of a jurisdictional area. When this rapid expansion occurs, either in the quantitative aspects of the work, or in the qualitative aspects of the work, it can dilute the existing jurisdiction and allow for external entities to enter and claim some or the entire jurisdiction. While this is an important consideration for the claim of jurisdiction by emergency management, if the issue were simply a

matter of distinguishing between emergency management and homeland security, the task might be simpler. There are several options identified by scholars when confronted with competition for jurisdiction and it seems that the relation between homeland security and emergency management could be concluded in one of those ways. Unfortunately, it does not appear that there is consensus of what emergency management actually is; therefore it would be premature and shortsighted in trying to focus solely on distinguishing it from homeland security.

Defining emergency management is a challenging area that has been attempted many times over many years and involving considerable effort from the academic and practicing communities. There have been definitions and descriptions for emergency management published such as the Principles of Emergency Management, “Emergency management is the managerial function charged with creating the framework within which communities reduce vulnerability to hazards and cope with disasters”, and Waugh’s (2000) definition of emergency management as, “...the management of risk so that societies can live with environmental and technical hazards and deal with the disasters that they cause” (p. 3). In addition, there is Jenson’s (2010) definition for emergency management higher education, “...the study of how human beings create, interact with, and cope with hazards, vulnerabilities, and the events associated with them.” A problem that is continually encountered within the emergency management community is attempting to achieve consensus. While the principles of emergency management were developed collaboratively among public sector entities, standards making bodies, and professional associations, these have not translated into a clear sense of what emergency management is, and therefore, provided no clear claim of jurisdiction. The U.S. Bureau of Labor (BOL) statistics indicate there are approximately 10,100 emergency managers in the United States that fit the following definition:

Plan and direct disaster response or crisis management activities, provide disaster preparedness training, and prepare emergency plans and procedures for natural (e.g., hurricanes, floods, earthquakes), wartime, or technological (e.g., nuclear power plant emergencies or hazardous materials spills) disasters or hostage situations.

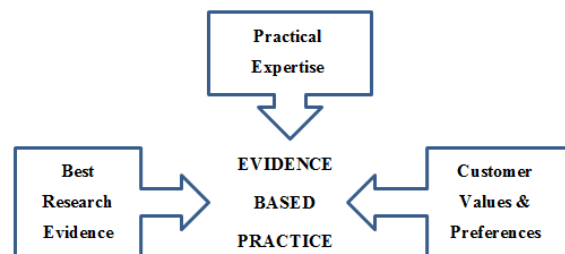
The BOL definition starts with planning and directing disaster response. This is consistent with comments from interviewees concerning the background of those entering into emergency management and their level of comfort with response based activities. Many entering emergency management come from the response disciplines or the military. They have a high degree of familiarity and comfort operating within that aspect of emergency management. It is interesting to note that the document that uses the term ‘emergency management’ most often is the National Incident Management System (NIMS) document (Table 5.1). Interviewee comments suggest that due to the similar backgrounds of many persons entering emergency management, e.g., police, fire, military, there may be a greater comfort level with response and activities associated with response such as planning, training, and exercise. There may be discomfort in dealing with non-response related issues that involve broader aspects of emergency management such as land-use, dealing with community groups, conflict resolution, and political strategies. This could potentially influence the aforementioned focus on defining emergency management based on the tasks performed during disasters as opposed to the essence of what emergency management is and what emergency managers do. When considering the definition from the principles of emergency management as opposed to the BOL definition, it speaks more about the activities expressed by interviewee five (INT-06-05), such as land use planning, structural and social mitigation strategies, and political risk, and dealing with a “...different set of actors, dealing with community groups, public opinion, ...” The primary knowledge, skills and abilities

for the former are not necessarily the same as for the latter, although these are also not exclusive. What seems to occur though is that due to the comfort level with response based activities, there tends to be focus on the tasks associated with these activities, and conclusions drawn that a university degree is not required and that training and experience are of more value.

One of the challenges of this is that the perception of the role of emergency management is currently not ours to prescribe. The Bureau of Labor derives their definition from somewhere, as do each of the public and private sector entities that hire or utilize the services of emergency management. One respondent noted that emergency management is different things to different entities, and this is an important consideration. Although there is a desire for inclusivity, much of the work that has been done with regard to academic and professional standards has been more exclusive in nature, given the breadth and depth of ‘emergency management’ within the United States. Evidence Based Practice (EBP) is a term most widely associated with medicine and involves the assimilation of information and perspectives from academia, practitioners, as well as the customers (patients) (Figure 20). Within emergency management it is reasonably clear where research and practical expertise come from, but it is less clear who the customer base is and how they are incorporated into this discussion. Do elected officials subscribe to the principles of an emergency management definition where emergency managers are executive level managers that are ‘boundary spanners’ and should be involved in all aspects of reducing community vulnerability? Or, do elected officials primarily see emergency managers as ‘technicians’ that are called upon when there is a disaster? The former would require a university credential and knowledge of all mission areas of emergency management, as well as larger more strategic concepts within social and political contexts and could leverage subject matter experts (SMEs) from within the organization or from broader networks for task/activity based expertise. The

latter would likely only require training, education, and experience in disaster response related tasks and activities, as the strategic level activities would be accomplished by someone else. This is somewhat the essence of the issue of defining emergency management as it relates to the profession of emergency management. If external ‘users’ of emergency management, the third audience discussed by Abbott (1988), such as elected and appointed officials, perceive emergency managers as subject matter expert technicians to be called upon when something goes wrong, they are less likely to support initiatives associated with occupational closure as the perception may be that a strong response base of experience is the most important thing, and the rest can be learned from training courses. Within the responses to this current research, this same perception is widely indicated in that experience is given greater value for hiring and promotion than education or certification. This presents its own set of challenges as it indicates that those that are most likely to influence the users as to what emergency management is, hold the belief that their expertise in response is their most critical attribute. It seems reasonable then that these users (e.g., elected and appointed officials) would not seek a broader definition or seek greater inclusion of emergency managers in more strategic activities. To some extent this becomes self-fulfilling as many of the requirements for occupational closure, as discussed in Chapter II, would require policy or legislative approval.

Figure 20. Evidence Based Practice Model



Modified from Sackett, D., 1996, 2002, as retrieved from...
<http://guides.mclibrary.duke.edu/c.php?g=158201&p=1036021>

There also appears to be a level of frustration that emergency management has put the cart before the horse when it comes to higher education and emergency management: that it cannot possibly create adequate university degree programs for emergency management until it has clearly identified emergency management. There has been tremendous work done through various working groups and focus groups established through the FEMA Higher Education Program, it also appears that this work does not yield the intended results for standardization across emergency management degree programs. Comments from respondents may also give some clue as to reasons for this. As an example, there is a sense that those outside of the select universities and entities that are involved with the working and focus groups do not have the same perception of what emergency management is and where it needs to go.

Champions and Gatekeepers

There is also no consensus on who is the champion for furthering the profession of emergency management and who is the gatekeeper for ensuring professional standards, and whether there is a difference. A champion would be an entity that argues for a cause on behalf on the emergency management community. A champion is arguably the most influential entity in achieving a large purpose that requires significant synergistic effort, such as furthering the profession of emergency management. Champions do not have legal authority to further change, but rather authority derived from their vision and diligence, and their ability to convince others the vision can be a reality (Porter Lynch, 1999). The higher education community through EMI can be considered a champion for defining and developing emergency management as an academic discipline, and de facto, as a profession and attempting to create the synergy among key constituencies necessary. The current research does not indicate that this entity is perceived as having the most influence on this issue, or best suited to further the profession of emergency

management. The most influence is perceived as being the public sector emergency management organizations. If higher education is not perceived as being a champion by the broader emergency management collective, it will not be effective in promoting control of entry through university credentials and consequently, it will not be effective in furthering the profession of emergency management. Conversely, if public sector organizations are perceived as being the champion and their leadership does not perceive there to be a need for control of entry into the profession, then emergency management will not likely adopt this as a requirement, and consequently, will not be effective in furthering the profession of emergency management.

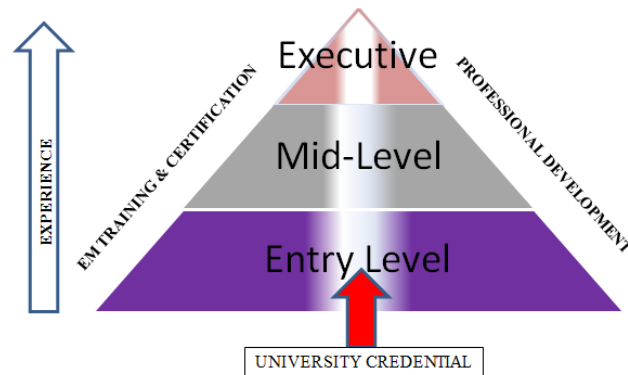
With respect to gatekeepers, scholarly research indicated that un-regulation of credentials could jeopardize the furtherance of the status of profession. Here again, there is not consensus on who is best suited for this role for the emergency management collective. Responses to the survey as well as comments indicate no consensus that current professional organizations are well suited for this role and indicating again that the public sector emergency management organizations are best suited for this activity. This could be due to lack of acceptance and internal recognition within the broader emergency management community, or limited and fractured recognition of the certifications. IAEM claims approximately 5,000 members worldwide and has approximately 2,000 members certified as emergency managers. As identified previously, the U.S Bureau of Labor indicates there are over 10,000 emergency management positions within the U.S alone. In addition, many state emergency management agencies and associations have developed their own unique requirements based on state need. Some of these are nested with the IAEM Certified Emergency Manager (CEM), but many are not, instead focusing on unique job/task requirements for that state, dependent on level of participation, e.g., local, county, state. Not only is this fractured system a challenge for

horizontal and vertical mobility within emergency management, it also indicates there is no single entity seen as a potential gatekeeper for ensuring emergency management is what it says it is, and emergency managers are who they say they are. Champions and gatekeepers need to be entities that all can agree on how to represent the best interests of the collective. In this case, there is no consensus as to the viability of the academic community, the professional association community, or the public sector (state/federal government) being this champion and gatekeeper.

Ideal Type Models

There were two ideal type models (Figures 1 and 3) presented to the select group of interviewees for review and comment. Although there was general agreement that the models were representative of an ideal state, there was not consensus that the models represented the current state of emergency management or a near-term future state. Much of this involves the inability to separate emergency management ‘the profession’ from emergency management ‘the job.’ Numerous comments reveal no perceived requirement for someone entering an emergency management organization to perform an entry level job, or perhaps even mid-level jobs, to have a university credential. This is because emergency management is being looked at from the perspective of its parts, as opposed to the sum of its parts. Many of these jobs are easily accomplished with either job specific training, or knowledge derived from general education. Defining the uniqueness of emergency management from other occupations as well as the unique attributes of successful emergency managers, has been attempted by numerous scholars, such as Blanchard, Drabek, et al., but this may only resonate to a limited audience. Drabek (1987, p. iv) stated, “...successful emergency managers are different- not in what they think, but in how they think.” This was echoed within the comments by interviewees.

Figure 1. Emergency Management Profession Occupational Ideal Type



Pyramid concept interpreted from <http://www.leapdesign.biz/blog/2015/2/6/design-social-responsibility-ethical-discourse-in-visual-communication-design-practice>

The first model (Figure 1) represents individual entry and career progression within emergency management. One of the concepts promoted by interviewees and also discussed by Wilson (2000) is stratifying the levels of the profession based on scope of responsibility. As an example, in a small community or county, the emergency management coordinator may very well be an additional duty assigned to an administrative person. The reasons for this may be varied but likely include emergency services being responsible for coordinating or commanding the response within the community, and emergency management primarily involving administrative compliance for grants and/or reimbursements. Conversely, a larger community/county or state would have a dedicated emergency manager as the scope of their responsibilities would likely involve collaborating with, and coordinating numerous public and private sector organizations throughout all phases of the disaster cycle, or mission areas. For the former, it would be difficult to state that person should be required to hold a university credential for emergency management if their job is primarily task based and derived from specific local, state, and federal regulations and guidelines. For the latter, depending on scope, the argument can easily be made that a higher education degree is desirable, but can it be stated that a degree

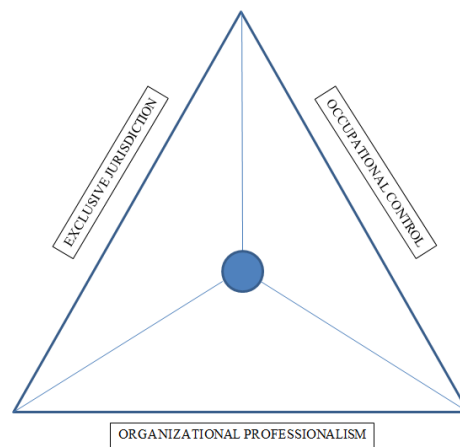
in emergency management is required? Based on the perceptions of the participants in this study, the answer would be no, as there is no perception of a relationship between what is being taught in degree programs and the knowledge that is required to perform at those levels.

Others have suggested that perhaps someone with an emergency management degree would enter at a higher level, possibly at a basic supervisory level, and then work horizontally within the organization gaining knowledge and experience on all aspects of emergency management prior to moving up to the next level, with the process repeating itself until the individual is the executive of the organization. This model could also be represented at echelons of government, e.g., entry at the municipal level with career progression through county, to state, to federal. Both of these assert a requirement or recommendation for a university credential at a level above entry level, which is inconsistent with a broad interpretation of occupational closure and control of entry into the field. Just as important is how different the perceptions of the strata are among those within the emergency management community.

Therein lies the rub in this discussion. For some, those promoting requirements for emergency management degrees have been putting the cart before the horse when it comes to requiring these degrees without having fully defined what emergency management is, and whether emergency management degree programs meet this requirement. Universities have saturated the market with degrees without fully evaluating what knowledge is required, and to what degree this knowledge is needed for entry-level as well as for career progression in emergency management. As mentioned throughout this chapter, the ability to claim status as a profession is predicated upon the ability to claim jurisdiction over a body of knowledge and the tasks associated with solving the problems identified within that jurisdiction. This is something

that is critical for a general consensus as without this consensus, it is difficult to perceive of any model that meets criteria for status as a profession.

Figure 3. Emergency Management Profession Ideal Type



Triangle concept interpreted from Rubin (2012, p. 179)

The second model (Figure 3) depicted the ideal type for the overall profession of emergency management. In this type, occupational control refers to the profession establishing the minimum requirements for entry into the field (university credential), establishing requirements for organizational professionalism (university/agency accreditation), and establishing exclusive claim to jurisdiction. While there is agreement that these criteria are important for attaining status as a profession, there is not agreement that the requirement for a university credential as a means of occupational control is warranted. Here again, this reverts back to the perception that there is no clear definition of what emergency management is, and what emergency managers do, therefore how can a university credential be required. Within this context there is a recurring theme from respondents that emergency management degrees have limited value to emergency management primarily because they are not standardized and do not

adequately prepare future emergency managers. As discussed, some of this is attributable to a lack of distinction between the ‘jobs’ within emergency management and the ‘profession’ of emergency management, but overall the lack of clear distinction and agreement within the context of uniqueness (jurisdiction) is a significant concern.

With respect to accreditation of emergency management organizations and emergency management academic programs there is consensus among those interviewed for this research that accreditation is a positive activity and works toward furtherance of the profession of emergency management. One of the challenges noted was in who the accrediting bodies are and what standards are applied. Some of the more salient comments concerning accreditation of emergency management organizations were to use accreditation as an organizational learning process in order to raise all of emergency management up to a desired (standardized) level. Key to this is distinguishing between levels of application and ability to accomplish standards that may be set for the highest capability organizations. One comment in particular resonated when discussing standards that if quality and ability to employ the standards are not part of the process, it is primarily a ‘box checking’ exercise.

Implications

This research provides significant insight into the challenges and potential strategies for furthering the status of emergency management as a profession. First, the findings indicate that there is a strong perception that emergency management is ill defined and that this lack of definition negatively influences attainment of criteria for occupational closure. This is not for lack of effort as there have been numerous products developed and socialized over the years that have attempted to achieve this goal. What is apparent is that emergency management as an

occupation is fractured and has not coalesced into a unified body regarding this issue, and as such, this lack of unity stifles attempts at professionalization.

Secondly, the research indicates a significant disconnect between the entities that are currently engaged in furthering the profession of emergency management. One is potentially within the higher education community where there are differences in the academic philosophy for higher education and emergency management that then translate into different opinions and beliefs on the focus and role of the degree, the role of the practitioner within higher education, and standardization of curriculum. This also indicates that emergency management as an academic discipline is fractured and has not coalesced into a unified body regarding this issue. A second is between the higher education community and the practicing community and relates primarily to the issues of the role of education in preparing emergency managers and the need for a higher education credential to enter or for career progression. Lastly, there appears to be a disconnect between the state level practitioners and the state level associations concerning where emergency management is along the path to profession and what is required to complete that path. Here again, the implications of not being unified on these core issues is that emergency management will remain vulnerable to encroachment by others that perceive a similar role and shared body of knowledge and will not achieve status as a profession.

Recommendations for future research

This was an exploratory study and as such it provides insight into opportunities for future research into this important topic. One important area would be to conduct a fuller comparison study between emergency management professional associations and the emergency management public sector organizations to determine if there are statistically significant

differences in the perceptions of the need for aspects of occupational closure such as claim of jurisdiction and occupational control. While this study indicated there may be a divergence between the two concerning these key issues, due to the size of the population and nature of the research, these differences are informing but not necessarily reliable. This is important for furthering the profession of emergency management and was also identified as an area for additional research in previous studies. This study was also limited primarily to state level emergency management and insight from the views and perspectives of those at other levels within the public sector, private and non-governmental sectors should also be considered.

Although research indicates emergency management has been an emerging profession, and ‘on the cusp’ of becoming a profession for nearly 20 years, it could also be suggested that emergency management has received external shocks in recent years that have influenced and continue to influence factors that contribute to status as a profession. These could include the creation of the U.S Department of Homeland Security and the rapid expansion of jurisdiction, as well as the quantitative and qualitative changes to the work performed by emergency managers. There is also benefit to be derived from research into the systems aspect of administrative policy decisions and influences on the profession of emergency management. One of these, hiring practices that prefer emergency services or military experience, was alluded to in interviews for this study as shifting focus away from a broader more strategic emergency manager to one that is more tactically or operationally focused.

There is also benefit in continued research into the audiences of emergency management and the influence they have on the key aspects of closure. As discussed throughout this study, the internal (workplace) audience is the easiest to convince of the need for and attainment of status as a profession but clearly even this audience is not fully convinced. In addition, the public and

legal (policy) audiences have a role in determining how emergency management is perceived and recognized within the context of profession and emergency management would be well served to have a better understanding of their respective perceptions. As mentioned in the brief discussion concerning evidence-based practice, the perceptions and values of the users of emergency management should be considered but this group is also not well defined. Coupled with this should also be research into the motivations of the emergency management community as a whole for pursuing status as a profession. Research suggests that individual benefits such as prestige, societal status, and monetary gain are as much motives for attainment of professional status as are more altruistic motives such as community service and public safety. This research could also be complementary to research concerning the naïve versus cynical views of professions and where the emergency management community sees itself, and potentially where others see the emergency management community.

Lastly is an area that is possibly the most significant for future research; the critical path of activities that must be accomplished for occupational closure and recognition as a profession. The previous discussions concerning academic programs being prematurely fielded are an example of not fully recognizing what must be accomplished, and just as important, the sequence for accomplishment of these activities. In conducting this research, the findings could inform the development of a strategic document for achieving status as a profession that in concert with other future research discussed would provide the ways and means for achieving that end.

Conclusion

Separating the tasks of emergency management from the knowledge, skills, and abilities of an emergency manager has essentially been accomplished. There are numerous documents

that can be referenced to indicate the level of thought and effort that has gone into this topic from the higher education community at EMI as well as from professional organizations at the state and national levels. Why is it then that emergency management is not further along the path to status as a profession? One reason may be that the community itself is fractured and those within the emergency management community focused on this activity may be tone deaf to what is occurring within emergency management overall. The audience of elected and appointed officials from state emergency management agencies is also among the employing entities within emergency management. As expressed in this current research, there is no consensus among this group that requirements for closure, such as a university degree for entry into the occupation, are necessary. Although there has been significant work accomplished by groups such as the EMI Higher Education community and the IAEM, the survey results do not indicate that this work is well known, embraced, or widely accepted as representative of the entire emergency management community.

There needs to be established controls for entry into emergency management but first there must be a clear definition of what that means. As discussed, there are myriad jobs within emergency management organizations that do not require a university credential. This was identified by Wilson (2000) and also expressed in this current study. Also, it is clear that there needs to be some form of strata within emergency management that distinguishes where the entry control is applied. If the emergency management community says that in order to progress to the pinnacle of the profession of emergency management one must start off with a basic university credential, can this be applied universally? If so, should these strata be based on size and complexity of jurisdictions (EM organization/program) with small non-complex organizations being considered entry level into the profession and larger more complex

organizations representing mid and executive level? Or, should strata be based within any EM organization/program where entry level represents entry into any organization at a lower hierarchical level with career progression gained through horizontal and vertical mobility?

The overarching purpose of this research was to determine whether emergency management leaders' perceptions favor activities associated with occupational closure as part of the furtherance of the profession of emergency management. Although not conclusive, it appears that the leaders surveyed for this research do not favor these activities, specifically control of entry through the use of a university credential. While there is agreement that education is important for the practice of emergency management, as well as in furthering the profession of emergency management, there is no agreement that a university credential is the best means for obtaining that education. In addition, there does not appear to be consensus that other potential means for control of entry such as certification are favorable either.

There were several interesting concepts proposed by participants in this research that indicate there may be a middle-ground that achieves aspects of occupational closure within the decentralized nature of U.S. emergency management. As one interviewee stated, there are several models or approaches emerging and it is important to recognize that reality. This could possibly include a modification of the ideal type that allows for entry into emergency management organizations without an emergency management degree but requires certification with an embedded degree requirement in order to hold certain positions that are central to the profession. This would require extensive work to identify these unique requirements as well as extensive efforts to achieve consensus across the emergency management community.

As discussed throughout this research, emergency management is ill defined and without this clear and generally accepted definition of what it is and what it does, emergency management cannot lay exclusive claim to jurisdiction. Therefore it cannot clearly define knowledge and educational requirements. Therefore it cannot come to consensus on a requirement for entry into the profession. Therefore emergency management cannot claim to be a profession. This is the critical path and an element that has been missing from previous efforts in the professionalization process. Wilson (2000) stated that emergency management had not achieved status as a profession and might never reach professional status. If the first step of the critical path, criteria for exclusive claim to jurisdiction is not met, then emergency management will likely remain an 'emerging profession' or 'niche' occupation within a broader profession for years to come. This study derived benefit from previous research by scholars from within the study of professions as well as by emergency management scholars. The insight from this study has provided a basic analysis of the current status of the profession of emergency management and laid the groundwork for future research and advancements within this important topic.

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APPENDIX A

CONSENT FORM

INVESTIGATOR:

Timothy W. Sevison
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FACULTY ADVISOR:

Dr. Jane Kushma
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TITLE OF STUDY: Status of the Profession of United States Emergency Management

PURPOSE OF THE STUDY: The purpose of the study is to gain insight into the perceptions of senior leaders within the emergency management community to gain an understanding of the current status of emergency management as a profession, and the perceptions of senior leaders concerning higher education and the furtherance of emergency management as a profession.

METHODS AND PROCEDURES: You will be asked to participate in a semi-structured interview consisting of four main topic areas: perceptions of the current status of the occupation of emergency management, control of entry into emergency management through use of a university credential, exclusive jurisdictional claim to the practice/academic discipline of emergency management, and organizational accreditation.

RISKS AND DISCOMFORTS: There are no risks to individuals participating in this survey. There may be some limited potential for personal discomfort in answering some of the questions. If this occurs, please feel free to let the interviewer know you'd like to skip or have a question re-phrased

BENEFITS: The benefits to individuals participating in this interview involve gaining insight into some of the issues facing the emergency management community. The overall benefits of this research are the contributions to the body of knowledge and potential recommendations for the furtherance of the profession of emergency management.

CONFIDENTIALITY: All information collected from this interview will remain confidential. No personally or organizationally identifiable information will be included in any products developed from this research and your identity as a participant will not be disclosed to any unauthorized persons. Information derived from this interview will remain physically/electronically secured until such time as it is destroyed.

VOLUNTARY PARTICIPATION: Participating in this interview is completely voluntary. You may refuse to answer any questions and may withdraw from the interview at any time without penalty or prejudice.

By signing below you are confirming that you have read and understand the instructions and have had the opportunity to have your questions asked and answered.

My signature indicates my willingness to participate in this interview under the conditions stated.

NAME: _____

SIGNATURE: _____

DATE: _____

APPENDIX B

SURVEY INSTRUMENT

EM Profession
Informed Consent

INVESTIGATOR:

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Management

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TITLE OF STUDY: Status of the Profession of United States Emergency Management

PURPOSE OF THE STUDY: The purpose of the study is to gain insight into the perceptions of senior leaders within the emergency management community to gain an understanding of the current status of emergency management as a profession, and the perceptions of senior leaders concerning higher education and the furtherance of emergency management as a profession.

METHODS AND PROCEDURES: You will be asked to complete an on-line survey that should take approximately 20 minutes to complete. This survey contains 55 multiple choice, fill in the blank, and questions seeking your degree of agreement with a statement. The survey is divided into four sections. The first section involves questions concerning the perception of emergency management as an occupation, the second section concerns attitudes toward higher education in emergency management, the third section concerns organizational intentions within the next five years, and the fourth section concerns general information and demographics.

RISKS AND DISCOMFORTS: There are no risks to individuals participating in this survey. There may be some limited potential for personal discomfort in answering some of the questions. If this occurs, please feel free to skip the question and/or contact the investigator to discuss.

BENEFITS: The benefits to individuals participating in this survey involve gaining insight into some of the issues facing the emergency management community. The overall benefits of this research are the contributions to the body of knowledge and potential recommendations for the furtherance of the profession of emergency management.

CONFIDENTIALITY: All information collected from this survey will remain confidential. No personally or organizationally identifiable information will be included in any products developed from this research and your identity as a participant will not be disclosed to any unauthorized persons. Information derived from this survey will remain physically/electronically secured until such time as it is destroyed.

VOLUNTARY PARTICIPATION: Participating in this survey is completely voluntary. You may refuse to answer any questions and may withdraw from the survey at any time without penalty or prejudice.

By selecting "Yes" you are confirming that you have read and understand the instructions and have had the opportunity to have your questions asked and answered.

My selecting "Yes" indicates my willingness to participate in this survey under the conditions stated.

* 1. Do you agree to the above terms? By selecting YES you consent that you are willing to answer the questions in this survey. You must select YES in order to take the survey.

☐ YES

☐ NO

EM Profession

PURPOSE AND DIRECTIONS

PURPOSE: The purpose of this survey is to gain insight into the perceptions of senior leaders within the emergency management community to gain an understanding of the current status of emergency management as a profession, and the perceptions of senior leaders concerning higher education and the furtherance of emergency management as a profession.

This survey is completely anonymous and will be used solely for research purposes.

DIRECTIONS:

This survey is divided into four (4) sections.

Section I: Perception of Emergency Management as an Occupation

Section II: Attitudes concerning higher education, certification, and experience as it relates to emergency management.

Section III: Organizational intentions concerning requirements for formal education for emergency managers.

Section IV: Demographics

Please answer each question of the survey; selecting the answer that you believe best represents your perspective of emergency management.

* 2. I represent the following entity (please select one)

- ☐ State Emergency Management Agency (Governmental)
- ☐ State Emergency Managers Association (Professional)

EM Profession

SECTION I

This section seeks to determine your perception of emergency management as an occupation

3. The occupation of emergency management is well defined.

Strongly Disagree

Disagree

Neutral

Agree

Strongly Agree

☐☐☐☐☐

4. Concerning emergency management and homeland security, please select which best represents the relationship between the two.

- ☐ Emergency management is a separate occupation from homeland security.
- ☐ Emergency management is an occupation within homeland security.
- ☐ Homeland security is an occupation within emergency management.
- ☐ Other

Other (please specify)

5. What do you believe emergency management's current occupational status to be?

- ☐ Field of Employment
- ☐ Emerging Profession
- ☐ Profession
- ☐ Other (please specify)

6. It is important that emergency management is recognized within the emergency management community as a profession.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Additional Comments

7. It is important that emergency management is externally recognized as a profession.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Additional Comments

8. Other public managers view emergency managers as: (rate anywhere along the scale)

Unprofessional							Professional
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

9. Elected officials view emergency managers as: (rate anywhere along the scale)

Unprofessional							Professional
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

10. I am satisfied with emergency management's current status.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Additional Comments

11. I feel the status of the profession of emergency management is: (rate anywhere along the scale)

Declining						Improving
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

12. Emergency management has the capacity and capability to improve its status as a profession.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Additional Comments

13. What would it require for emergency management to improve its status as a profession?

14. Rank (1-4) the entities that have the most influence concerning the advancement of the profession of emergency management. (1 for most influence)

1	Emergency management professional organizations, e.g., IAEM, NEMA
2	Colleges/Universities with emergency management related degree programs
3	State level governmental emergency management organizations
4	Federal level governmental emergency management organizations

15. Overall, with regard to advancement of the profession of emergency management, professional associations, e.g., IAEM, state associations, have been : (rate anywhere along the scale)

Unsuccessful Successful

☐ ☐ ☐ ☐ ☐ ☐ ☐

16. Overall, with regard to advancement of the profession of emergency management, colleges/universities have been: (rate anywhere along the scale)

Unsuccessful Successful

☐ ☐ ☐ ☐ ☐ ☐ ☐

17. Overall, with regard to the advancement of the profession of emergency management, government agencies, e.g., FEMA, state EM agencies, etc., have been: (rate anywhere along the scale)

Unsuccessful Successful

☐ ☐ ☐ ☐ ☐ ☐ ☐

EM Profession

SECTION II

This section seeks to determine your attitudes concerning higher education, certification, and experience as it relates to the occupation of emergency management. The term Emergency Manager is synonymous with titles such as director or coordinator, and refers to the position of responsibility for emergency management within a jurisdiction/agency.

18. Specific educational requirements must be established for Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

19. Educational requirements can be accomplished solely through completion of standardized on-line and resident courses provided through the Federal Emergency Management Agency (FEMA).

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

20. Educational requirements can only be accomplished through completion of courses provided through a college/university.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

21. Educational requirements for Emergency Managers can be accomplished before or after employment as an Emergency Manager.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

22. Additional comments regarding questions 18 through 21

EM Profession

Section II a.

The next four (4) questions relate to a university/college degree as requirement to enter the occupation of emergency management as an Emergency Manager.

23. Only those with a university/college degree should be eligible for employment as Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

24. Only those with a university/college degree in emergency management or a related field (e.g., homeland security, public administration, public health, etc.) should be eligible for employment as Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

25. Only those with a university/college degree in emergency management should be eligible for employment as Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

26. Additional comments regarding questions 23 through 25

EM Profession

Section II b.

The next eight (8) questions relate to your attitudes and perceptions of higher education in emergency management.

27. A foundational knowledge of the relevant theories associated with emergency management is important for Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

28. Current emergency management university/degree programs adequately provide this foundational knowledge

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

29. Standardized curriculum across university/college emergency management degree programs is important

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

30. Current emergency management university/degree programs adequately provide standardized curriculum.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

31. All persons possessing a university/college degree in emergency management have the same basic foundational knowledge.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

32. There is clear distinction between university/college emergency management degree programs and homeland security degree programs

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

33. Current university/college emergency management degree programs advance the claim of emergency management as a profession.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

34. Additional comments regarding questions 27 through 33

EM Profession

Section II c.

The next three (3) questions relate to your attitudes and perceptions on the value of professional certification in emergency management.

35. Current emergency management certification programs adequately ensure the knowledge skills and abilities needed for an Emergency Manager

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

36. Only those with a professional emergency management certification should be eligible for employment as Emergency Managers.

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

37. Additional comments regarding questions 35 and 36

EM Profession

Section II d.

The next two questions relate to your attitudes and perceptions on the value of education, certification and experience as it relates to employment and promotion within emergency management. Number the criteria in order of value with 1 being the most valuable and 3 being the least valuable

38. With respect to initial hiring for an emergency management position, please rate which you would give the most consideration.

<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	University Degree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	EM Professional Certification
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	EM Practical Experience

39. With respect to consideration for promotion within an emergency management organization, please rate which you would give the most consideration.

<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	University Degree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	EM Professional Certification
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	EM Practical Experience

40. Regarding the value to an Emergency Manager, an EM University degree is: (rate anywhere along the scale)

Worthless							Precious
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

41. Regarding the value to an Emergency Manager, an EM Professional Certification is: (rate anywhere along the scale)

Worthless Precious

☐ ☐ ☐ ☐ ☐ ☐ ☐

42. Regarding value to an Emergency Manager, EM practical experience is: (rate anywhere along the scale)

Worthless Precious

☐ ☐ ☐ ☐ ☐ ☐ ☐

EM Profession

SECTION III

This section seeks to determine your organization's intentions concerning requirements for formal education for Emergency Managers

43. My organization supports requirements for a university/college degree for Emergency Manager positions.

- ☐ Yes
- ☐ No

44. If Yes to question 43, please select which type of degree is required. If NO to question 33, please select not applicable

- ☐ Any degree from a university/college
- ☐ Only a degree in Emergency Management
- ☐ Only a degree in Emergency Management or related field, e.g., homeland security
- ☐ Not Applicable
- ☐ Other (please specify)

45. My organization intends to propose requirements for a university/college degree for Emergency Manager positions within the next five (5) years.

- ☐ Yes
- ☐ No
- ☐ Additional Comments

46. The proposed requirement for a university/college degree for emergency manager positions will be:
(please select Not Applicable if you answered No to question 46)

- ☐ Mandatory for pre-entry and incumbents
- ☐ Mandatory for pre-entry and voluntary for incumbents
- ☐ Not Applicable
- ☐ Other (please specify)

EM Profession

SECTION IV

Demographics Section

47. What is your age group?

- ☐ Under 25
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55 and older

48. What is your gender?

- ☐ Male
- ☐ Female
- ☐ Other (please specify)

49. Please indicate which of the following best represents your ethnicity

- ☐ White
- ☐ Black/African American
- ☐ Native American
- ☐ Hispanic or Latino
- ☐ Asian
- ☐ Other (please specify)

50. What is your highest level of education completed?

- ☐ High School/GED
- ☐ Associates Degree
- ☐ Bachelor's Degree
- ☐ Master's Degree
- ☐ Doctorate
- ☐ If you possess a college degree (s), please state the discipline and focus to which each degree was awarded.

51. I will pursue a higher education (college/university) degree within the next five (5) years

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

52. What is your total number of years' experience in emergency management?

- ☐ Less than 5 years
- ☐ 5-9 years
- ☐ 10-14 years
- ☐ 15-19 years
- ☐ 20-24 years
- ☐ 25 or more years

53. Do you hold any emergency management certifications? (check all that apply)

- ☐ No
- ☐ Yes State Level Certification
- ☐ Yes IAEM AEM
- ☐ Yes IAEM CEM
- ☐ Other (please specify)

54. I will attain the IAEM Certified Emergency Manager professional certification within the next five (5) years. If you already hold a CEM, please select not applicable

Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Not Applicable
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

55. Please provide any additional thoughts or comments you may have concerning the topic of this survey

APPENDIX C

INTERVIEW PROTOCOL

Thank you for taking the time to participate in this interview. In order to assist in the accuracy of the dialog I will be recording the interview for later transcription. As noted on the informed consent form, confidentiality of your responses is guaranteed.

The purpose of this interview is to solicit comments and feedback on proposed ideal-type models for the Profession of Emergency Management as well as to add texture to the discussion concerning the profession of emergency management and higher education.

There are four major topic areas for discussion:

1. What are your perceptions of the current status of the profession of emergency management?
2. What are your thoughts on the aspect of occupational control and control of entry through use of a university credential as a requirement for profession?
 - a. What do you believe is the role of training and certification?
 - b. What do you believe is the value of experience as compared to university education?
3. What are your thoughts on the ability to lay exclusive claim to the jurisdiction of emergency management and competition from disciplines/occupations such as homeland security and public health preparedness
 - a. Within practice as well as the academic discipline?
4. What are your thoughts on the need for organizational accreditation as a requirement for profession?
 - a. Emergency management agencies?
 - b. Emergency management academic programs?
5. Please provide comments on the ideal-type models for the profession of emergency management.
 - a. Feedback on Figure 1, Emergency Management Profession Occupational Ideal Type intended to depict the ideal type for an individual entering and progressing through emergency management
 - b. Feedback on Figure .3, Emergency Management Profession Ideal Type intended to depict the ideal type for the overall profession of emergency management. In this type, occupational control refers to the profession establishing the minimum requirements for entry into the field (university credential), establishing requirements for organizational professionalism (accreditation), and establishing exclusive claim to jurisdiction (EM being distinctive from other occupations/disciplines such as homeland security, public health, etc.)

6. Do you have any final thoughts on any of the topic areas we discussed, or additional thoughts related to these topics?

Thank you for your participation and as noted on the consent form, your responses will remain confidential.